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ABSTRACT

This hearing examined issues concerning Project Head Start quality and expansion. Testimony was offered by: (1) Senator Edward Kennedy, who discussed the importance of strengthening Head Start; (2) Mary Jo Bane, Assistant Secretary for the Administration for Children and Families, Department of Health and Human Services, who presented highlights of the final report of the Advisory Committee on Head Start Expansion and answered questions about the committee's work; (3) Ronald Herndon, president of the National Head Start Association, who spoke about his experiences as a Head Start program director; (4) Diane Hebert, a parent and committee member of a Head Start program who related how Head Start had helped her and her children; (5) Marian Wright Edelman, president of the Children's Defense Fund, who lauded the expansion of Head Start; (6) Edward Zigler, one of the founders of Head Start, who called for more focused appropriations for the program; (7) Douglas Besharov, a scholar with the American Enterprise Institute, who warned that Head Start may be less cost effective than other forms of preschool education; and (8) Lisbeth Schorr of Harvard University, who argued that children should enter Head Start at an earlier age. (MDM)

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PARTNERS IN CREATING A 21ST CENTURY HEAD START

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HEARING

BEFORE THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

ON

DETAILING THE RECOMMENDATIONS MADE IN THE REPORT OF THE COMMITTEE ON HEAD START QUALITY AND EXPANSION IN PREPARATION FOR THE 1994 HEAD START REAUTHORIZATION PROCESS

JANUARY 12, 1994

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PARTNERS IN CREATING A 21st CENTURY HEAD START

WEDNESDAY, JANUARY 12, 1994

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 11 a.m., in room SD–430, Dirksen Senate Office Building, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senator Kennedy.

OPENING STATEMENT OF SENATOR KENNEDY

The CHAIRMAN. The committee will come to order.

As we prepare to begin the new session of Congress, it is a privilege to address a topic that is important to all of us on the Committee on Labor and Human Resources—Head Start.

I know that each and every Member of Congress agrees that the future of this country rests in the hands of our children. We may disagree on specific ways to achieve our goals, but there is very little disagreement about the central role of Head Start in building that future.

Our willingness to provide security to poor children and their families stands as a reflection of our priorities as a nation and a measure of our success as a society.

Head Start today is widely regarded as one of the Nation's premier social programs, on a par with Social Security and Medicare. If it has not been as successful as those two programs, it is because the challenge it faces is more difficult. We know the quality concerns that have been raised in recent years. Our current task is to write a better blueprint and lay out a strategy for more effective action in the years ahead.

Low-income children and families face enormous challenges, struggling to survive in neighborhoods plagued by lack of opportunity, violence, and drugs. As the number of preschool children living in poverty continues to rise, their access to necessary services falls farther behind.

Head Start alone will not eliminate poverty in America, but a high-quality Head Start experience is helping families to achieve self-sufficiency and helping children to succeed by entering school ready to learn. The price of success is high, but the cost of failure is far higher—a price we cannot afford.

The release of the latest Head Start report can give us the political will to implement it. The Clinton administration is committed

to doing this, and the committee intends to be an active partner in this effort. We honor Secretary Shalala for her long-term commitment to Head Start. She led the way in establishing a broad-based advisory committee, charged with enhancing program quality and expanding program enrollment. Today's report is the culmination of the first phase of this impressive undertaking.

Too many past Head Start reports are gathering dust on too many shelves. It takes more than good ideas and good intentions to move forward; it takes hard work, it takes cooperation, it takes resources.

What distinguishes this report is not just the range of sound and sensible recommendations, but the range of individuals who have joined forces to make it a reality. For the first time, the administration, a bipartisan Congress, the Head Start community, and early childhood development experts have come together to create a strategy for the 21st century Head Start.

I am pleased that Senators Dodd, Kassebaum and Coats have actively participated in the development of this report, and I am grateful that we have all endorsed the recommendations.

The report envisions a Head Start whose caseloads permit comprehensive services for children and families; where staff are paid a living wage and provided with opportunities to develop their skills; where programs receive the support they deserve in order to grow and prosper; where parents' needs for full-day, full-year, infant and toddler care is met; where staff is not constantly forced to do more for less; where there is flexibility to respond to local needs rather than fit fixed bureaucratic modes.

We all agree that program quality must not be sacrificed for program expansion. These goals are intertwined and must move forward hand-in-hand. That was the theme we began in the 1990 legislation, a theme that is strongly endorsed by today's report.

We must confront cynicism, negativism and real problems with concrete action that displays the role of Government at its best. If ever there was a time, it is now. If ever there was a program, it is Head Start.

Translating the detailed blueprint into bipartisan legislation is among our high priorities for the new session of Congress. Our goal is to introduce legislation soon after we reconvene, conclude this series of committee hearings promptly, and send legislation to the Senate by the end of April, in time for the Appropriations Committee to see the merit of our reforms.

We do not have a single child to waste. Every eligible child in America deserves a high quality Head Start experience.

I commend the administration, the advisory committee members, and the Head Start family for your energy, your dedication and your achievements. Your commitment sustains and strengthens us in our work in Congress on this vital program. Together, we can fulfill its promise.

The CHAIRMAN. I am very pleased to welcome to our committee Dr. Mary Jo Bane, the assistant secretary for the Administration for Children and Families, of the Department of Health and Human Services. Dr. Bane was a much beloved professor of social policy at the Kennedy School of Government and is an outspoken advocate for effective programs for children and families. She

served as the chairperson of Secretary Shalala's Advisory Committee on Head Start Quality and Expansion and will be the administration's point-person on the implementation of the committee's recommendations.

We look forward to hearing your summation of this blueprint for progress and to working closely with you over the next several months as we translate this road map into effective action.

We want to welcome you to this committee. You have enlightened us many times in the past, and it is good to welcome you back as a friend.

STATEMENT OF MARY JO BANE, ASSISTANT SECRETARY FOR THE ADMINISTRATION FOR CHILDREN AND FAMILIES, U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Ms. BANE. Thank you, Mr. Chairman.

I am delighted to come before you today to present the highlights of the final report of the Advisory Committee on Head Start Quality and Expansion.

I first want to thank you and all the members of your committee and all the members of your staff for your continued efforts and longstanding bipartisan support of the Head Start program. The work that this committee has done has made a significant contribution over many years to the lives of millions of young children.

As you mentioned, the advisory committee report is the product of 6 months of work by the 47-member bipartisan advisory committee appointed by Secretary Shalala last June. Members of the advisory committee reflected different backgrounds, different perspectives, and they included, as you mentioned, representatives of the Head Start community, staff to members of Congress, administration officials, other experts in children's health and education.

I am very grateful to all the members of the committee who worked incredibly hard over the 6-month period for their commitment to this process. I feel it was a real honor for me to serve as the chair of that committee and to be able to bring these recommendations now to the administration.

Secretary Shalala charged the committee with the task of conducting a review of the Head Start program and making recommendations for its improvement and its expansion—for its continuous improvement, as the Secretary is always eager to point out. She charged us not to come up with recommendations for a one-time fix, but for a process of continually improving the program over the years.

Earlier last year, some concerns were raised about the quality of the Head Start program. Rapid expansion without adequate quality assurances had begun to take some toll on some local Head Start programs. The advisory committee took seriously its task of addressing those issues.

In appointing the committee, Secretary Shalala said to us: "We want to ensure that more children reach school ready to learn, and we want every Head Start program to offer the comprehensive family services and high quality early childhood experience that are at the core of the Head Start vision."

In order to bring Head Start into the 21st century, the advisory committee's recommendations are based on three principles: We

must ensure that every Head Start program can deliver on Head Start's vision by striving for excellence in serving both children and families. We must expand the number of children served and the scope of services provided in a way that is more responsive to the needs of children and families. Third, we must encourage Head Start to form partnerships with key community and State institutions, with the private sector, and with programs in early childhood, family support, health, education, and mental health.

In looking toward the next century, the advisory committee envisions major innovations in Head Start along all three of these dimensions. As we enter the 21st century, we see an expanded and renewed Head Start, which serves as a central community institution for low-income children and their families.

The committee's recommendations, as I said, are based on three principles: striving for excellence, responding to local needs, and forging partnerships.

Let me highlight some of the significant innovations recommended by the advisory committee to achieve these goals.

First of all, striving for excellence. The advisory committee believes that all Head Start programs—all Head Start programs—should provide high quality, comprehensive services in order to be effective and to better assure long-term benefits for children and families.

Head Start programs must have a clear understanding of policies and expectations, and they should receive sufficient levels of support and resources to be able to achieve those goals.

As we strive for excellence, the committee report also states that no Head Start program should be allowed to fall below a minimum level of programmatic and fiscal performance and still continue to operate.

The committee recommends a number of specific steps. For example, since Head Start delivers its services from people to people, with 100,000 front-line staff and managers working with children and families, we must begin our effort by ensuring that the staff receive the training and support that they need. The committee recommends that every Head Start program have a staffing plan, that we encourage "mentor teachers" to support classroom staff, and that we establish competency-based training for staff who work directly with families.

The management team is a key to effective programs. The advisory committee recommends that specific actions be taken to improve the management of local programs by expanding management training, strengthening financial management policies and practices, and supporting strategic planning at the local level, and supporting continuous improvement strategies at the local level.

Effective and efficient Federal oversight of Head Start is critical to provide greater accountability. We have got to ensure prompt action to deal with low-performing grantees who are cheating Head Start children and their families. The advisory committee recommends that we put in place a time-sensitive process for working to correct deficiencies and, if necessary, for defunding low-performing programs.

The advisory committee heard repeated concerns regarding the need for improvement in Head Start facilities. Since Head Start

can now purchase facilities, the advisory committee recommends training and technical assistance to ensure efficient use of that authority.

The second theme—expanding to better meet the needs of children and families. The Head Start program has seen unprecedented increases in the number of children served over the past few years. However, policies have too often been confined by the goals of serving additional 4-year-olds in half-day/part-year programs, without enough attention to the unique needs of children, families, and communities.

Therefore, the advisory committee recommends a more strategic approach to expansion which balances the need to maintain quality and serve additional children with a greater sense of responsiveness to families and communities.

The advisory committee recommends, for example, that all programs should assess needs and plan strategically; that family services and parent involvement should be expanded; that the number of children should continue to expand; that full-day/full-year services should be provided to meet the needs of parents in work and training, and we should ensure that the services that Head Start currently provides to infants and toddlers and their families are of the highest quality and seek new ways of serving additional families with younger children.

The final theme is that of forging partnerships. The advisory committee noted that as Head Start improves and expands, it must fit into an increasingly complex array of Federal, State and local services and resources that are available to low-income children and families. The committee identified several areas in which partnerships need to be strengthened. For example, the committee recommends that we must ensure greater continuity and coordination as Head Start children move into public schools; that we forge new partnerships with the private sector, and that we join current planning efforts for early childhood and family support at the State and local level.

Finally, we must obviously ensure that Head Start is linked with other national initiatives such as national service, health care reform, education reform, and welfare reform.

The advisory committee concluded by saying that these recommendations must guide priorities and the use of resources. They recommend that the Department develop an implementation strategy based on the ideas set forth in the report and that we begin to move quickly.

As Assistant Secretary for Children and Families, I want to assure you, Mr. Chairman and the members of your committee, that we take these recommendations very seriously and that we are already putting the recommendations of the advisory committee into our thinking and planning for the new year.

A Head Start parent testifying before the advisory committee said—and this was only one of many testimonies to this effect—"I learned to live again, not just survive. Head Start gave me and my children a chance to be winners."

It is time that we stop allowing Head Start to simply survive and that we once again rededicate ourselves to the Nation's most vul-

nerable children by making sure that Head Start thrives so that all of our families can win.

Again I thank you and your staff for allowing us this opportunity to be before you today and to work with you as we move toward bringing Head Start into the 21st century.

Thank you.

[The prepared statement of Ms. Bane may be found in the appendix.]

The CHAIRMAN. Thank you very much for a very precise and concise presentation on the report.

I was interested in the quote you ended your statement with. I think what we are finding out from experience that the people working in Head Start programs and those whose lives are impacted by its service, that the program is having an incredible impact. We will be hearing about thewillingness to deal with substance abuse problems, reduction in interaction with law enforcement, and many other social benefits addressed by effective Head Start programs and by the fact that the communities are really caring. I am very interested in this report and others that I believe are coming down the line, because as I understand it from the preliminary reports, it is very impressive.

Of course, one of the matters that was raised during the course of the debate last year over the quality issue was the expansion of the program without providing the technical assistance and support for those operating the program and the need for dedicated resources. Over the year, we saw inadequate attention to quality needs, and reduced costs per child. This led to significant staff turnovers, so that children who were beginning to bond and develop some relationships were separated.

I am wondering if you could tell us what people are really talking about when they are addressing that issue. How important is it really to the success of the program and the children that you have continuity and consistency, particularly in terms of working with children?

We are going to deal with the bottom line of dollars and cents, and obviously we should do that, but I think we too often let some of these issues of enormous importance and consequence to the children we are trying to help get away from us.

Ms. BANE. The success of the Head Start program depends and will depend on those tens of thousands of people who work with children every day in Head Start classrooms. And Mr. Chairman, you know as well as I do that they are wonderful people, and when you visit Head Start classrooms and hear the testimony from parents and Head Start workers, you cannot help but be impressed by the commitment, the energy, and the dedication to children of most of the people who work in the Head Start program.

We ask them to work under not particularly terrific conditions in terms of their own pay, the support we provide them, and their own benefits. The advisory committee was very concerned about that and recognized that in order for Head Start to continue to be a success, we need to continue to support and invest in those people. So the Head Start Advisory Committee did indeed recommend that we continue to make those investments in staff as one of the most crucial things that we do. And those are investments in train-

ing as well as in the support and the rewards that people receive for the terrifically important work that they do.

The CHAIRMAN. So that is certainly one of the important elements in terms of the quality of those who are going to be involved in the program.

Ms. BANE. Absolutely, absolutely.

The CHAIRMAN. As you are aware, we have seen the development of child care in the military. I will not bother you with the politics, but it was so interesting how quickly that went through the Senate and the difficulty we had with other programs. But that is for another time.

The military child care program includes on-site training specialists and salaries that are directly tied to the level of experience and training, it is my understanding that they have tried to accept that as a policy matter in terms of their centers. I am wondering whether you have had a chance to take a look at whether there are any lessons that it might be useful for us to look at.

Ms. BANE. I have not actually had a chance to take a look at that particular experience with developing the Head Start programs for the military. It sounds like it would be something that we should look at very carefully as we think about the issues of staffing and salaries more generally.

The CHAIRMAN. The all-day/all-year, I guess we are at about one percent now, at the current time. Is that about right?

Ms. BANE. It is a relatively small proportion, yes.

The CHAIRMAN. Yes, it is insignificant. And we tried as part of the stimulus package, to include money for supper Head Start, to have continuity of services over the summer.

But this, of course, makes sense. We are finding that parents are working—three-quarters of the women, for example, with children under 6 are working—so it obviously makes sense, in terms of understanding the real experiences of working people with low incomes, to the extent we can, to offer a full-year program and virtually an all-day program as well.

Could you tell us a little bit about how extended hours can be worked out in order to meet family needs? What are the kinds of options that programs will have that enable them to be responsive?

Ms. BANE. The Head Start Advisory Committee was struck as you have been, Mr. Chairman, at the changes taking place in the circumstances of families and communities that are part of the Head Start program. And as you suggest, almost half of Head Start parents work, and indeed, as we see movement in terms of jobs and job training and expectations for people who are receiving welfare-to-work, we will see even more need by the parents whose children are in Head Start for services that are responsive to their particular circumstances.

The advisory committee also recognized that we need to respond to the different needs of communities. Head Start is not the only program that is available for young children, and we need to make sure that Head Start fits into that larger network of programs for children as we move to address the needs of families.

And one of the most important recommendations of the advisory committee from my personal point of view is the recommendation for serious community needs assessment and strategic planning, so

that communities can take a look at their own circumstances and the situations of their own constituencies in order to decide what the right mix is of full-day/full-year programs, part-day programs coordinated with other programs, and so on. I think that strategic planning requirement, community needs assessment requirement, will be one of the things that drives the continuous improvement of Head Start over the next few years.

The CHAIRMAN. One of the important interfaces is between the Head Start program and the public school systems. We tried to address that in the previous legislation, and we are still trying to determine how this can best be done, and the appropriate roles of both Head Start or the educational system in trying to interlink these systems so you have a sense of continuum.

Could you comment about what progress has been made and what remains to be done, as you see it, and who ought to be doing what?

Ms. BANE. Well, lots needs to be done, as you know, and that is one of the areas that we want to look at. One of the things that pleased me a great deal about the Head Start Advisory Committee and the process we went through was that we had full participation from the Department of Education. And the advisory committee as a whole spent a good deal of time, and as you can see in the report, had a number of recommendations about ensuring that the experience of children carried through from Head Start into the early years, and that we provide through Head Start and through early schooling that high-quality experience, with supportive services and involvement of parents, which seems to be so successful in helping children toward a better life. And the advisory committee made several recommendations about that, particularly about improvements that need to be made in the early years of schooling to ensure excellence, to ensure responsive assessment, to ensure supportive services and parental involvement. And as I said, the Department of Education was delighted to be participating with us in that effort.

The advisory committee also made a recommendation that we continue to learn from the specific transition projects which are in certain sites providing a variety of services and approaches to help make that transition. We do plan to learn from those; we plan to look at the whole range of recommendations that can help make that transition a good one.

The CHAIRMAN. This is certainly consistent with other areas that we will be addressing—the school-based clinics, for example, that will be part of health care reform to try to provide health and support services to children, as well as the National Service Program which has the component in it for K through 12, which I think can also be useful in terms of mentoring and support services.

We have seen in one city in my State, Springfield, where the young people, under supervision, are working with other schoolchildren, and they write their little books, and the schoolchildren would rather read the stories that are written by their fellow students in the higher grades than they would the other books. So the kind of interaction and support that is taking place with this kind of voluntarism is something which was enormously impressive to me.

Let me come back to the size of caseloads, the number of families that each Head Start family service worker is responsible for. In many instances, we have seen that go right up out of any kind of reasonable numbers. Could you tell us a little bit about what the advisory committee said about that issue—what was reasonable, what the current situation is, and what we can do about it?

Ms. BANE. The advisory committee recognized, as you have, Mr. Chairman, and as many other people have, that the provision of services to families is a crucial part of a comprehensive Head Start experience and that it is really important for Head Start to fulfill its vision.

It also recognized that in the changed circumstances that many communities and families are experiencing, this is even a greater challenge.

The report recognizes that in many Head Start programs, the people who are providing these services, that is, the people whose specific job it is to provide these services, family support service workers, often have caseloads that might range up to 90 or 100 cases. And the report recognizes, as I think you and I would if we thought about trying to do such a job, that those caseloads are very high. And certainly the report pays a lot of attention and we will pay a lot of attention to that issue as to how we can improve the provision of those services and make it possible for those service workers to genuinely work with families.

The CHAIRMAN. You mentioned a caseload of 90 families and some even beyond that. And as I understand, the committee recommends about 35 families; is that correct?

Ms. BANE. Yes.

The CHAIRMAN. Let me ask you about the even earlier kinds of interventions from zero to 3. I was reading through the report last evening, at the bottom of page 50, continuing over to 51 and 52, where you have, "Action: Develop a new initiative for expanded Head Start support of families with children under age 3."

The Comprehensive Child Development Program was one of our programs which really built, as you know, on the Beethoven Project and other similar projects, and there are other kinds of programs which are attempting to have the earliest kinds of intervention with expectant mothers. Some of those issues will be attended to, hopefully, in the health care program, but nonetheless, those early interventions are something which many of us have a very special interest in, and I am just wondering what you might be able to tell us about that. For some of these programs, the authorizations are expiring. We have made good investments in the Comprehensive Child Development and other programs, and I am just wondering where we are going to come out if we let those authorizations expire. I am glad to see a more comprehensive approach on these issues, but I have some concerns, if we do not provide the same level of services for these individuals, and we let those other programs expire, as to whether we are going to be proceeding the way that we should.

Ms. BANE. The advisory committee was unanimous in recognizing the importance of those very early years to child development and also quite impressed by some of the research which is starting

to come out from intervention programs about the effectiveness of particular types of programs for infants and toddlers.

The advisory committee was not unanimous in how to proceed on building on this knowledge about programs and on recognizing the importance of the zero to 3 area. Some members of the committee felt that we were ready to do a fairly substantial initiative now. Some members of the committee thought we ought to wait and get some more knowledge before we did a substantial initiative. I think you will hear some of those different viewpoints later on this morning.

The advisory committee did recommend that the Secretary pull together a group of experts on early childhood development to give her recommendations on the best way to proceed, and I believe she intends to do that.

We very much look forward to working with you and your staff and the other members of the committee in reauthorization to arrive at an appropriate response to this very important period of life and to make sure that indeed we build on what we know, that we develop the very best knowledge, and that we move appropriately in this area.

The CHAIRMAN. OK. We very much appreciate all the good work that you are doing on this and the strong commitment of the President to it. I think we are all very familiar with his strong commitment to the Head Start program and Mrs. Clinton in particular, who has over a long period of time been enormously dedicated to this kind of early intervention and the importance of the Head Start program.

So we look forward to working with you. As I said, we have had strong bipartisan support on this committee, and we have every intention of working in a strong bipartisan way with both you and the administration. So we are very grateful, and I thank you for being here.

I want to also just thank Joan Lombardi for her tireless efforts in making bipartisan report a reality. She has been a long-time advisor of the committee, and it is a tribute to the new world order that she is now advisor to the administration.

Ms. BANE. Indeed it is.

The CHAIRMAN. And I want to also thank Rich Tarplin for his continuing efforts at HHS. Rich has done good work for Senator Dodd on the subcommittee on children and families, and we could not have a Head Start hearing without Rich Tarplin.

So we are delighted to have you, and we will be off and running with this and look forward to swift action.

Ms. BANE. Mr. Chairman, thank you so much for this opportunity and for your continued support. We look forward to working with you.

The CHAIRMAN. Great. Thank you.

It is important that we remember when discussing Head Start program improvements that we are really talking about young children and families struggling to find the security that so many of us take for granted. So for our second panel, we are pleased to be able to hear this morning from members of our Head Start families, individuals whose lives will be most directly affected by our actions in implementing this report.

We believe you have a valuable insight that we cannot get anywhere else, and we are very pleased that you could join us today.

We welcome this morning Diane Hebert, whose children attend the Head Start program in Woburn, MA. Diane was extremely active with the Parent Policy Council in Woburn and is now a board member of the National Head Start Association. I know it is not easy to share personal experiences in this kind of setting, and I appreciate your willingness to tell us about how Head Start has made a real difference in your life and in the lives of your children. After all, that is what all of this is about.

And Ron Herndon is director of the Head Start program in Portland, OR and president of the National Head Start Association. He has not only been a key player on the front lines of delivering high quality Head Start services, but has been active in developing effective linkages between Head Start and the public school system. Ron brought an important Head Start voice to the advisory committee, and we are pleased that you were able to rearrange your schedule to be here, and we will start off with you, Ron.

STATEMENTS OF RONALD HERNDON, PRESIDENT, NATIONAL HEAD START ASSOCIATION, ALEXANDRIA, VA; AND DIANE HEBERT, PARENT, WOBURN HEAD START PROGRAM, WOBURN, MA

Mr. HERNDON. Thank you. Senator Kennedy, members of the committee, we would like to thank you for this timely hearing.

As in the past, the Head Start community is grateful for your continued support and dedicated interest in the Head Start program. I would also like to thank Secretary Donna Shalala for her insight in first creating a committee and then appointing members who demonstrated the tenacity—and, some might suggest, the contentiousness—that the 47 members displayed.

Before I go any further, I would really like to thank the staff people who, as you know, did a lot of the work in pulling all this together, in particular Joan Lombardi and Emily Bromberg, and the hard work that they put into this.

I am actually here today in three capacities—first, as a director of the Albina Head Start program in Portland, OR; second, as a member of the task force; and third, as the president of the National Head Start Association.

My comments will come from my experiences as Head Start director and one who has spent considerable time conversing and working with Head Start leaders across the Nation. It is my feeling that the true leaders of Head Start are those who are reacting daily to and supporting families with children as they face the struggles of poverty and other social pressures prevalent in the world in which they live.

My program serves 320 children at 16 different sites, primarily located on housing authority premises within the city limits of Portland. We provide full-day services to all children and families from 7 a.m. to 5:30 p.m., for 8-1/2 months a year. As a recipient of a national demonstration transition project, we also work closely with Portland public schools.

As a Head Start director, I regard the recommendations in this report as a pathway to progress and success into the next century.

Of course, recommendations alone will not make this happen. We need the total support of Congress and the administration.

The National Head Start Association endorses the findings of the final report and stands ready to work with Congress and the administration in implementing its recommendations. The committee identified areas of existing quality gaps while providing constructive recommendations as to how those deficiencies could be eliminated. By structuring the report around quality, families and partnerships, a course of action has been plotted. It is now time to follow the course.

Independent research confirms that program quality is one of the strongest factors in successful intervention. In a recent study of 32 Head Start classrooms presented at the Head Start Research Conference, quality stood out as the strongest predictor of positive outcomes for children.

In another study at the same conference, quality Head Start programs were cited for their ability to alleviate violence and gang activities.

During the 1990 reauthorization of Head Start, it was the National Head Start Association that lobbied to ensure that quality was addressed. It was apparent to many Head Start leaders that Head Start could not continue its growth unless Congress was willing to address quality.

Fortunately, during the 1990 reauthorization, Congress did a set-aside for quality initiatives. We would like to commend the members, and especially yourself, Senator, here today who showed the leadership to address quality issues during the 1990 reauthorization. Although these funds were greatly needed, they were certainly not sufficient to remedy years of lack of attention to quality. The advisory committee's report certainly supports this.

The CHAIRMAN. We were in the extraordinary situation where trying to create the set aside to improve the program quality, with some opposition from those who wanted to do more for less. There were some instances where the quality issues were legitimately raised, and then when we came back to support the program quality and expansion, these same individuals said, well, look, the program really is not achieving all that it was set up to achieve. I mean, it was the most extraordinary, duplicitous kind of approach. And thankfully, the Senate and the House and the American people did not accept it. But I do think that quality issues have been raised, and your organization has consistently done it; it has been restated during the course of this report, and all of us who support the program are strongly committed to improving program quality, and I think with this administration we are going to get it done. But I am glad you raised this and pointed it out.

Mr. HERNDON. As you have stated, some of us in the field were somewhat amazed at the intellectual dexterity that some of your colleagues showed during that discussion.

A study by the National Head Start Association, "Investing in Quality," revealed that these quality funds allowed programs to increase salaries, add benefits, improve component staffing, renovate classrooms and playgrounds, and strengthen administration.

Comments from directors across the United States confirm the need for these funds: "We had no health benefits for staff. All quality funds were used for this."

Quote: "The funds enabled us to hire a full-time parent involvement specialist to strengthen this critical component."

Quote: "We renovated two depressing play yards. They now look like parks."

Quote: "Literacy funds will help parents get their CDA, high school diploma, and GED."

Quote: "Funds allowed us to computerize classrooms and update data management computerized systems at administration offices."

However, as evidenced in the committee report on quality and expansion, there is still much to be done. In many Head Start programs across the country, these funds presented the first opportunity in more than a decade to make these needed improvements.

At this time, I would like to underscore some of the recommendations strongly embraced by the Head Start community.

One, although service to all eligible children is certainly a priority to the Head Start community, the report aptly recommends a more strategic approach to expansion which balances the need to maintain quality and serve additional children. This also captures a greater sense of responsiveness to family needs and community resources. An over-diluted program will serve no one's best interest.

The National Head Start Association also commends the committee for its efforts to recognize the importance of expanding existing services that may accommodate full-year/full-day programs and services to infants and toddlers. It is understood that not all programs have the need to provide these services to all children, but in order to effectively serve the local community, Head Start should be given the flexibility to address these needs.

I mentioned in my own program that we serve children from 7 a.m. to 5:30 p.m. for 8-1/2 months a year. The needs of my families do not end when the school year ends. The recommendations in this report will support the need in many programs to provide full-year services.

We are pleased that the report suggests creating a timetable for the defunding of historically poor-performing grantees. These programs create a poor image for all Head Start. Historically, it has been extremely difficult to defund a poor-quality program within a reasonable period. The report is right about inconsistent quality among programs. This inequity would cease with better monitoring and outcome-based measures geared toward programs.

The report suggests better linkages between Head Start and other national initiatives. This may include welfare reform. Head Start has had successful experience serving as job training sites while coordinating family support services. One-third of the Head Start staff are former Head Start parents. This figure is certainly an indicator that Head Start recognizes the potential of individuals and provides an environment that promotes self-sufficiency.

The report recommends the reengineering of Federal oversight to provide for far greater accountability. While there are efforts to downsize Government staff, the Head Start bureau is still operating in some regions with less staff than before the large expansion.

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This necessitates much time for paper work, with less time spent on technical assistance to grantees. In order for many of the recommendations of this report to come to fruition, adequate staffing levels must be maintained.

Partnership received the attention it duly deserves in this report. When considering coordination of services with other Federal agencies, there are existing barriers that create difficulties in the implementation of these partnerships. The most provoking to many of our programs is that of eligibility.

Many families eligible for WIC, Medicaid, public housing subsidies, and free lunch programs are not eligible for Head Start. This creates problems when Head Start programs are working with other agencies to provide one-stop-shopping type of service delivery systems to maximize State and Federal funding. NHSA endorses changing the eligibility of Head Start participants to accommodate these partnerships and better serve at-risk families.

Head Start does work. It provides children and their families with a foundation that is needed by families as they begin to cope with the realities of public school and other social pressures. The emphasis on parent involvement must continue if Head Start is to change the system. Parent involvement is the element of the program that promotes support for self-sufficiency and positive social change.

The report strongly embraces partnership. The partnership that is initially needed to launch these findings is that of a bipartisan Congress and an administration moving forward with the total involvement of the Head Start community, both through reauthorization and significant increases in funding.

The report is outstanding. The challenge is the follow-through.

And if I may in concluding say, Senator, a few years ago, there was a family in our program. Like many families, they had the problems that all of us face. The youngster, for purposes of this discussion, we will call "Jeremy." Through Head Start, he was able to enter public school like any other child. Were it not for Head Start, everyone is very certain, he would have been consigned to special education.

One summer afternoon, after maybe 3 years away from Head Start, his mother was standing in the living room. Across the street, there was a young man we will call "Michael" who, unfortunately, had been drawn into gang activity. To show off to his friend, he pulled out a pistol and fired one shot. It passed through the window, struck Jeremy in the head, and he died in his mother's arms.

We would hope that this report and the work of Head Start, perhaps in some modest way, will prevent lives being twisted like Michael's and sacrificed like Jeremy's.

Thank you very much for your kindness.

The CHAIRMAN. Thank you very much.

[The prepared statement of Mr. Herndon may be found in the appendix.]

The CHAIRMAN. We would be delighted to hear from you now, Ms. Hebert.

Ms. HEBERT. Thank you. Hi. My name is Diane Hebert, and I am married, with four sons, and we live in Woburn, MA.

I first became involved in Head Start in 1988. At that time, my two older sons were in elementary school, and I had two younger sons at home. Home was a public housing project, but it was not much of a home.

I lived in constant fear of harassment. We were prisoners in our own home. I felt powerless, and I did not know how to advocate for our needs. I was very emotional, and I used drugs as a crutch to get through the stress day-to-day.

One day, I saw a flyer at the WIC office that said the Head Start program was expanding to Woburn. All I knew back then was that my son might get a chance to play with other children in a safe environment, and that was enough. I went home and called right away. I was worried that it might already be full and that Adam might be put on a long waiting list. But luckily, this was a new program, and there was space. Adam began Head Start that spring.

I did not really get involved in Head Start until the following September when I attended my first Head Start parent meeting. The staff told us that we were welcome in the classroom at any time, and that I could bring my younger son Nathan with me. I did not need to find a babysitter because Head Start's philosophy was that when a child is being serviced, the whole family belonged to Head Start.

This was my new start. I began to face each day as a learning experience. I was able to put down the drugs and pick up Head Start. Each time I felt like I wanted to use drugs, I would go over to the Head Start program, where I too would feel safe and wanted. I would talk to the teachers or the family advocates. I would play with the children or work with them on a puzzle. I would wash tables, or share problems and solutions with other parents.

Head Start believed in me and helped me to believe in myself. Now I have not used drugs in over 5 years.

My first Head Start conference helped to show me the big picture. I learned about self-esteem and began to gain confidence in myself. Back at the program, I took advantage of every training and workshop that was offered. My favorite was exploring parenting. Here, I learned how to communicate with my children and how to use "time out." This replaced the yelling and slapping that never worked anyway.

After a while, I joined the Head Start Policy Council and after attending extensive training, I became involved in many committees. I learned a lot about process and decisionmaking. I learned to ask questions. My favorite committee was personnel. This experience taught me interviewing skills and gave me a personal connection to the people who would teach my children. Sometimes the best person for the job was a former Head Start parent just like me. Participating on the budget committee was good, too; I learned about how we received our funds, and we debated about how to spend the money.

In August of this year, I had the opportunity to give testimony to the Secretary's Committee on Head Start Quality and Expansion. I was proud to go to Washington and tell the committee what Head Start had done for my children and for our entire family. It

gave me the opportunity to give back to a program that has given me so much and to share our successes.

I can see the difference that Head Start has made in our lives. My older two children did not have a Head Start experience, and their transition to public school was difficult. They lacked socialization skills and learning skills, and it was hard for them to fit in.

My children who had gone to Head Start learned how to listen, how to be part of a group, and how to make learning fun and interesting. Adam has been a straight A student since he left Head Start.

When my youngest son, Nathan, went to kindergarten, his teacher would not let me volunteer in the classroom. That February, she realized that she had overlooked him. He was having a hard time in school, but because he was not a behavior problem, she had not noticed him. Because of Head Start, I knew Nathan might have a learning problem and should get an evaluation. Because I insisted, and the school paid attention, he was tested. Now he receives the support he needs and the education he deserves.

Today I am a strong advocate for education for all of my sons, even at the middle school and high school levels. Head Start showed me that being a parent always gave me a seat at the table when it came to my children, even if I had to push my way in.

Today we live in our own house in a quiet neighborhood, and I am working on my associate's degree. I would like to get a bachelor's in political science, and if things go well, I will graduate with a law degree at the same time my youngest son Nathan graduates from high school.

Head Start taught me how to set goals and how to achieve them. Head Start taught me to be involved in my community. When I am not advocating for Head Start, I am working with the Coalition Against Substance Abuse in my city.

I will never forget the most important lessons I learned from Head Start: We all have choices, and we can all make a difference. Each one of us is an individual, and we all have something great to offer. I could go on for hours, but time does not permit it.

I thank you, Senator Kennedy, for the honor of testifying before this important committee, and I thank you for caring about my story and for believing in children and families. And I thank you for keeping Head Start alive and for helping it to grow and become even better.

Thank you.

The CHAIRMAN. Thank you very much.

We will hear a lot of compelling testimony for Head Start, but I doubt if we will hear anything more eloquent than your testimony.

Could you tell us a little bit about the program in terms of what it did for your children—could you see the development changes in your children who were going to the Head Start program? Were they developing skills and self-confidence?

Ms. HEBERT. Oh, yes. My experience with that is being in the classroom myself, or bringing my son into the classroom. The teachers would automatically pick up on something they were wearing, or an expression they had on their face, and always made

them feel important and noticed. They did the same thing with the parents. Everybody who went in there was recognized.

With Adam, being in public housing, he really was not allowed outside to play with other kids. With my older two, I saw that they did not know how to get along with other kids because they really were not exposed to them. Adam made a lot of friends in Head Start, and through that, in school, he has made friends and has always felt that he belonged.

Adam did not like to do papers in Head Start; he did not want to write his name. He wanted to play. And I was concerned about this. His teacher at the time told me not to worry because he would have that soon enough in public school; that he was learning valuable things in Head Start. And she was right, because he was not pushed into education right in the classroom. It was socialization and shapes and colors. He strived when he reached the public school. It has definitely made a difference.

The CHAIRMAN. When he went to school, did he make that transition pretty well? In the movement from Head Start into kindergarten and first grade, did he do all right? Did he miss any steps along the way, or was it fairly smooth?

Ms. HEBERT. It was fairly smooth. Adam went into school fine. In Woburn, we have our Head Start program in the Shamrock Elementary School, and the principal there was really nice. He would even come into our classroom—I can remember him coming in and singing happy birthday to Adam 1 day when I came in with the birthday cake. They made us feel welcome, so Adam was not intimidated when he went into a new school with another principal because he had a good feeling from being in the school previously. It definitely made a difference.

The CHAIRMAN. And your own experience working with the people who were working with the children was very positive, and you found that they were loving and caring and instructive in terms of the children themselves?

Ms. HEBERT. Definitely. I had a chance to ask my sons Adam and Nathan the other day, after I had gotten the call, "What was the best thing you liked about Head Start?" The first thing they said to me was, "The teachers." And these were individual conversations—the teachers. We have very special staff.

The CHAIRMAN. Very good. Did you meet some parents along the way who were not able to get their children into the program? Is it oversubscribed, do you know?

Ms. HEBERT. Definitely.

The CHAIRMAN. Obviously, it is nationally. We know the statistics and figures. But in so many communities in our State, as in other places, many parents want the opportunity for their children to be able to have the kind of experience that Adam and Nathan had, and are not able to do it. It is basically an issue of funding, and we welcome the fact that the President is going to continually increase that funding. It certainly ought to be a high priority.

You have told an enormously important story, and it is obviously the kind of outcome that I think all of us who believe in the program certainly want.

Mr. Herndon, let me just ask you for your own sense. It is always difficult to list the parts of this report that are the most important.

People always ask what is the piece of legislation you like the best or that you are most proud of and so on, and it is always tough. But in your own mind, what are the things in these recommendations that you think we ought to give the greatest attention to in terms of the reauthorization?

Mr. HERNDON. One, that for the first time, funds will be able to be used to address quality issues and also to respond to community needs.

Senator, as I mentioned earlier, we are a full-day Head Start program. About 12 years ago, there was an effort made to get rid of all full-day Head Start programs in this country, and it was all about numbers. The same effort was made to get rid of our full-day program. The only reason it is still around is that the parents fought like hell and kept it.

What was suggested was that if you cut back to two half-day sessions, you would double your numbers for the same amount of money. What this recommendation will allow for a lot of programs is that where communities have shown there is a crying need and a desperate need for full-day services, that Head Start programs will be able to offer it without having to fight to you know where and back to do it. Where there are programs that need additional staff, now they can hire them; or programs that, like ours, we will now be able to extend our services to full-year.

So the funds and the flexibility and the attention to quality and the ability to provide top-flight training to staff people, I think for me will probably be the most significant recommendation that comes out of there. The others that follow—training regional staff, the kind of management training for teachers and everybody else—those are important, but the flexibility and allowing programs to use the resources to address quality issues I think is the most significant recommendation.

The CHAIRMAN. Those are certainly incredibly important—quality, full-day/full-year, flexibility in terms of the local community.

Could you tell us just a little bit about your own view about the transition from Head Start to the school and how that is moving along in Oregon generally and what is your own sense about what progress has been made and what needs to be done in terms of the program, generally?

Mr. HERNDON. I think you have two different cultures. In Head Start, as Diane so eloquently testified, parents are at the center of what occurs in the classroom. Parents are at the center of what occurs in the program. Parents decide who the director will be and who the teachers will be; they talk about curriculum and budget. When they walk into public schools, it is a little bit different, and the culture is not one of parents being involved in decisionmaking; it is not one of parents being involved in making decisions about curricula or discipline policies or length of school year, and in many cases—not all, but in many cases—you are invited to show up to go on a field trip to the zoo or cut out valentines, but important decisions are left to those who are the experts.

So I think you have a clash of cultures. It is noteworthy that there are several, I think, in public education who recognize this and are trying to make the early years more like Head Start. I do

not think enough has been done, and unfortunately, I think because of that, a lot of children are being lost.

We are going to be debating Goals 2000 on the floor of the Senate in another couple of weeks, at the end of January and into February, and one of the aspects of that is the inclusion of parents and their involvement in policymaking. But we probably ought to take a look at it from the aspect of the Head Start program as we are moving into the goals—that direction is for a number of items—but to see how it is consistent or may not be consistent with the recommendations that you have here. I think it might be useful for us to try to exercise that a little bit. I will get back to you on that issue, but I think the points you make are very worthwhile.

Thank you both very much for your appearance here.

Mr. HERNDON. Thank you.

Ms. HEBERT. Thank you.

The CHAIRMAN. We are now pleased to welcome our third group of panelists today, which includes some of our Nation's foremost experts in early childhood development, all of whom need no introduction and each of whom contributed significantly to the work of the administration's Head Start Advisory Panel.

Marian Wright Edelman is president of the Children's Defense Fund and has been a tireless advocate for poor children and families. Much of the progress we have made on their behalf is due to the Herculean efforts of Marian and her organization. For decades, her voice has been clear and strong, and we are eternally grateful for her work. She has been a valued friend to me and I know individually to many members of the committee.

Ed Zigler is often referred to as "the father of Head Start." His steadfast and constant guidance and vigilance of this cherished national resource was there from the beginning. He has been an active player on every committee and commission and blue ribbon panel that has turned their attention to Head Start. I know that Ed has recently undergone heart surgery, and we are grateful that all has gone well, and that he is now ready for another 30 years of Head Start advocacy.

We are also joined this morning by Douglas Besharov of the American Enterprise Institute. He has worked extensively in the development of children and family policy. We are pleased that Doug has been a part of the advisory committee's efforts and gratified that the report is both unanimous and bipartisan.

And last but certainly not least, we welcome Lisbeth Schorr, who is the director of the Harvard Project on Effective Services. She has been unwavering in her efforts to remind us that success is within our reach as we begin to build public policy around what we know works. I am grateful that she is here this morning. She has been a long-time friend. We were visiting just before the start of the hearing, and it goes all the way back to neighborhood health centers legislation, years and years ago. So we are delighted to have you back.

I have really great admiration for all of you for your continuity and perseverance on this issue. There are those who are involved in it for one reason and then, for many legitimate reasons, have to drop by the wayside, and all of you have been constant for years and years, and I think America's children are in your debt.

So we will start off with Marian Edelman.

STATEMENTS OF MARIAN WRIGHT EDELMAN, PRESIDENT, CHILDREN'S DEFENSE FUND, WASHINGTON, DC; EDWARD ZIGLER, DIRECTOR, BUSH CENTER IN CHILD DEVELOPMENT AND SOCIAL POLICY, YALE UNIVERSITY, NEW HAVEN, CT; DOUGLAS BESHAROV, RESEARCH SCHOLAR, THE AMERICAN ENTERPRISE INSTITUTE, WASHINGTON, DC, AND LISBETH B. SCHORR, DIRECTOR, HARVARD UNIVERSITY PROJECT ON EFFECTIVE SERVICES, WASHINGTON, DC

Ms. EDELMAN. Thank you, Mr. Chairman, and I thank you for your long and persistent and strong leadership and for holding this hearing at what I consider a crucial time in the development of Head Start. It can bring new opportunities for our most disadvantaged children and families as well as new challenges for the Head Start program.

Head Start remains one of CDF's commitments to ensuring that no child is left behind in America and that every child has a healthy start and a fair start and a safe start in our Nation.

I think the founders of Head Start, like Ed Zigler, were absolutely remarkable visionaries. They understood that in order for children to learn, they needed to have a sound, high-quality early childhood education; they needed to be healthy and well-fed and to have strong and functioning parents who can be actively involved in their lives. And I wish everybody could hear the eloquent testimony of Diane Hebert.

Head Start is one of the few programs with a set of comprehensive services that is built directly into its framework, and this concept has borne the test of time as today's advocates for children struggle to bring to other programs for children and families the unusual packages of services that characterize Head Start.

It is more important than ever that we strengthen this program, expand this program, as we see violence pervading the lives of young children and families all over America. Head Start programs have not been exempt. I have had a batch of letters recently from teachers and parents in the Chicago Commons Head Start and Day Care Center in the Henry Horner Housing Project, about the crossfire of violence that their children are battered by.

One teacher wrote in her newsletters that, "The gang violence is such a big factor in our community. I am always putting in the Center newsletter a section called' Building Better Tomorrows for the Children.' How could we as educators build better tomorrows when we are educating the children in shooting drills instead of fire drills or literacy or play?"

I think it is crucially important that Head Start remain a vital force and presence in communities facing such violence. We have the shameful fact that a child is killed in this country every 3 hours, a classroom full every 2 days. And I was very sad, but pleased, when the Director of the FBI, Louis Freeh, when he recently spoke at the National Press Club about new approaches to address violence, replied—and I quote him—"The studies that I have seen, with some hands-on experience at home, really attest to the importance of values and moral understanding of right and wrong that must be solidified in 3- and 4-year-olds, as far as I can

see. So I think that with respect to juvenile crime and children, we have got to start a lot earlier and a lot more effectively than I think we have ever done before."

I think that Head Start is an important vehicle for doing that.

We support this important program and are very pleased about the National Advisory Committee report, because we think, first, that a sound early education is critical to helping children enter school ready to learn, and so we support strongly the advisory committee's call for having a strong education component and ensuring a rich classroom experience to every child.

We strongly support the concept of "mentor teachers" to provide supervision and support for classroom staff as well as the call for an enhanced training and technical assistance system.

We strongly support expanding the staff who work directly with families and parents and that they be well-trained to handle the increasingly complex problems faced by today's families.

We also support the additional emphasis on ensuring health, social services, and parent involvement staff. That should be strengthened as much as we can.

Second, we strongly support the call for improved quality and for quality monitoring so that we can see that there is a strong, serious plan for ensuring that weak programs are strengthened or replaced by more competent and committed sponsors.

Third, we welcome the advisory committee's recognition that the needs of Head Start families have changed and the need to look and be flexible to meet the needs of communities for full-year/full-day programs, for younger and younger children to be served more effectively. So we strongly support expanding the resources targeted to families with younger children.

And obviously, a strong set of performance standards adapted to a younger age group much be promulgated to guide these programs.

I am pleased as well that, in addition to the FBI Director, our Attorney General has spoken very strongly about the importance of investing early in children as a key component of crime and violence prevention. She talks about the importance of the zero to 3 years and has indicated in speech after speech that she believes that 50 percent of all learned human response is learned in the first year of life and asks, "What good is a great education going to be 12 years down the line if you do not have the foundation that will give you the opportunity for that education?

As we come into communities and form a whole picture," she has said, "not only do we have to make sure that there is a health care piece, but we have got to make sure that there is strong, constructive educare from the time of birth to Head Start so that we can form a comprehensive environment around that child that will enable them to grow."

While quality and scope of services and flexibility and making sure that Head Start really does reflect the changing needs of families and community must be in place, we also cannot ignore for one moment the fact that only 35 percent of our eligible children are enrolled in Head Start. The advisory committee makes it clear that the goal of serving every eligible child is a primary one; expansion must be kept on the front burner as efforts are simultaneously

made to bolster programs that need assistance and to strengthen the infrastructure of Head Start.

Congress must continue, led by this committee, on the path of committing significant new funding to Head Start. We have already fallen behind in the President's first-year goal for an increase of $1.4 billion for fiscal 1994. In addition to continuing to make large-scale investments in Head Start, it is time also to consider new funding mechanisms which could guarantee annual increases and offer programs the stability and security they need to grow in a rational and thoughtful manner.

The advisory committee recognizes the need for a more stable funding base when it recommends that the administration explore the full range of funding options for Head Start commensurate with an effort of this magnitude and importance. We ensure that highways are built by reserving moneys in a trust fund. This Nation can similarly guarantee that it meets the first national education goal of ensuring that all children enter school ready to learn through the mechanism of a Head Start trust fund. And I was very struck with how quick the Senate was able somehow in our concern with crime to find a $22 billion trust fund of some kind. I do hope that this committee will exercise leadership in ensuring not only that every child who is eligible for Head Start gets the high quality center, but that we find new ways of assuring that that happens. I think our children are just as important as anything else where we have guaranteed funding.

Thank you.

The CHAIRMAN. Thank you very much.

[The prepared statement of Ms. Edelman may be found in the appendix.]

The CHAIRMAN. Dr. Zigler?

Mr. ZIGLER. I am very happy to come before the committee this morning to talk about, really, a success story in the making—which is quite different than my usual carping and critical testimony of the past.

Since 1965, Head Start has served over 13 million impoverished children and their families and is gaining the capacity not only to serve more children, but to serve them better.

For years, early childhood professionals have pleaded that all eligible children should have the opportunity to participate in this comprehensive, two-generation program.

Head Start's success in preparing children for school and in improving some aspects of their families' lives finally convinced policymakers that the program is a wise investment of tax dollars.

Expansion began in earnest with the support of President Bush and the 101st Congress, and it remains a commitment of the Clinton administration and this Congress. Head Start was never a perfect program, however, and rapid growth exacerbated some of its problems and created new ones.

Head Start's most serious problem has always been inconsistent quality. Some programs are excellent, some are mediocre, and a few are poor. This situation began before the first center opened its doors. The project started off so big and so fast that quality controls were left behind.

The planning committee of which I was a member presented its ideas to Sargent Shriver in February of 1965, and by that summer, the program was up and operating with a larger enrollment than it had even 3 years ago. We went from a planning phase to serving 560,000 children in just a few months.

In those few months, thousands of grant applications had to be evaluated and processed. In those days, Head Start was headquartered in the Colonial Hotel, and since there was not time to purchase file cabinets, the applications were filed in the bathtubs of the empty suites. Needless to say, not all of the requests were screened as carefully as they should have been, and some grants were undoubtedly awarded to groups that were not prepared to deliver the program in the manner intended.

The history of my concern about quality in Head Start also dates back to the programs beginning. I remember fretting about the matter with Jule Sugarman, the program's first associate director, as we stood in that old hotel watching the beehive of activity.

I worked to establish a quality control system when I became the Federal official responsible for Head Start in the Nixon administration. The result was the program performance standards, which were finally implemented in 1975. They remain to this day the principal vehicle for monitoring program quality, but staffing for oversight and training was greatly reduced during the 1980's, even as the program became larger. The best standards in the world are meaningless if they are not enforced.

On Head Start's 15th birthday, I chaired a committee convened at the request of President Carter—Marian sat on that committee, as I recollect. We were asked to review the program and make recommendations for the future. We found many signs of eroding quality, including insufficient regional staffing, poorly trained and compensated teachers, a weakened parent involvement component, and outdated evaluation.

That was in 1980. Ten years later, the silver ribbon panel of the National Head Start Association found that these problems were not only still there, but had worsened. Yet President Bush chose to ignore the panel's suggestions for improvements, just as the Reagan administration ignored the 15-year report.

Both Presidents Reagan and Bush did support Head Start in principle, but they were more concerned with increasing the number of children served than with how well they were being served. This wrong-headedness reached its apogee when the Bush administration did everything it could to limit Head Start to only 4-year-olds and then for only half-a-day.

I must thank Congress and Senator Kennedy in particular for taking long-held quality concerns seriously and creating the impetus for improvements by dedicating a portion of the expansion funds to improve quality.

This morning, a new report will be released, one that I am confident will not be ignored because of the commitment of President Clinton, Secretary Shalala, Secretary Bane, and members of this Congress to making Head Start better.

The Advisory Committee on Head Start Quality and Expansion has intensively studied problems with the program's administration, operations, and growth. They have put together thoughtful

suggestions for enabling Head Start to live up to its potential. The report that we will see today is not a cosmetic facelifting; it is a complete overhaul of Head Start. And it is about time.

One of the recommendations that I am particularly pleased with is to plan for extending Head Start services to children both before and after the preschool stage. Maybe we have finally come to the time when we can do away with the nonsensical notion that some magic period of 1 year will take care of everything that is wrong with poor children.

After 30 years, we have learned that waiting until a child is 3 years old is waiting too long, and that gains made in preschool can be critically lost if services are abruptly terminated in kindergarten.

Models of dovetailed programming, including the comprehensive child development program and the Head Start transition program—both of these programs brainchildren of Chairman Kennedy—have already been developed. They exist because Head Start has long served as a national laboratory for the discovery of more effective means of serving impoverished children and their families, yea for serving all children. The committee's recommendations strengthen that role by requiring more comprehensive research and better evaluation, both of which will give more guidance and more credence to the Head Start effort today and tomorrow.

Credit for this very promising report goes to many people. The members of the committee were a heterogeneous group of democrats, republicans, policymakers and laypeople. They combined their various areas of expertise to form a comprehensive plan for strengthening Head Start as it grows. Their effort was facilitated by the input of many, many concerned citizens and by the excellent staff work at Health and Human Services, particularly Joan Lombardi.

The existence of the committee itself is a tribute to the Clinton administration. As the groundswell of criticisms against the program began to rise, President Clinton never wavered from his promise to poor American families that Head Start would soon be open to all of them—just as you yourself, Senator Kennedy, never wavered. His administration, particularly in the person of Secretary Shalala, did not stonewall as earlier administrations had, but took the criticisms seriously and acted in a constructive fashion.

As I noted, many members of this Congress including you yourself, Senator Kennedy, have been unwavering in your support of Head Start, and I thank you for that. With your help in implementing the committee's recommendations, this Nation will soon have a bigger, better Head Start that comes closer to fulfilling its promise to America's families and children in poverty.

I conclude with but one word of caution which echoes your opening remarks. There is no free lunch here. All the recommended action steps toward quality improvement and expansion cost money. The executive branch has done its work well. Now it is up to Congress to provide the funds to finally actualize the vision of Head Start we proposed 30 years ago.

Thank you.

The CHAIRMAN. Thank you very much. That was very helpful. We will come back to you in just a few minutes.

[The prepared statement of Mr. Zigler may be found in the appendix.]

The CHAIRMAN. Mr. Besharov?

Mr. BESHAROV. Senator Kennedy, thank you very much for inviting me to be on this panel and testify before the committee.

I, too, think that it is a remarkable report, especially one put together under the auspices of a Government agency. It is candid. It is helpful. It makes many important recommendations, which I hope will be implemented.

But we do not have very much time up here, so rather than just repeat all of the very positive things in the report, I want to emphasize one major concern that I have, and it picks up on what Ed just said about no free lunch and what you said earlier about one of these days we will have to worry about the bottom line.

My concern is that in implementing these recommendations, we are going to have to be very careful about cost because there is a danger that we will overprice Head Start so that it will be too expensive for its own good.

Let me explain what I am talking about. When it was first established, Head Start was the only major federally-funded early childhood program. Now there are many others. Since 1972, total Federal spending for all early childhood programs has risen from $2.4 billion to over $7 billion—that is in 1993 terms.

In my prepared remarks on pages 3 and 4, I have prepared two graphs that show the increase in Federal spending for early childhood programs. If you look at them, you will see that although Head Start has increased, it has not increased nearly as much as other Federal child care programs. And this chart does not even include all of the State and local funds that are spent.

On the next chart, you can see the actual percent of Federal expenditures that are Head Start. From 1972, when 52 percent of Federal expenditures were for Head Start, to 1987, when they were down to 43 percent, to 1993, when they are down yet again to 38 percent—and that is after remarkably large increases in spending during the Bush years, and I think what we will see is a continuation of this process—what worries me is that we will see what in effect will be a growing isolation of Head Start from the rest of the child care community.

Now, if this proliferation of spending and funding streams were helpful, I would say more power to it. There is a theory that says that with all these different funding streams, the total spending is higher, but we do pay a price. In my prepared testimony, I go through some of the details. I think everyone here knows what I am talking about.

Head Start directors, as Ron Herndon was talking about, spend a great deal of time trying to patch together funding from these different streams to provide full-day and full-year services.

My concern is what happens in the future as Head Start costs go up. I too believe that quality has been a problem and that one of the major ways you fix quality is by spending more money. No doubt about that. But it is important to realize that since 1986, per

child costs in Head Start have increased by more than one-third. That is controlled for inflation.

What does that mean? Well, it means that a trade-off has to be made. If my calculations are right, and even half of all the committee's recommendations are adopted, we could be looking at a cost for full-day, full-year Head Start of about $10,000 a year. That compares to around $6,000, maybe $7,000 a year for other forms of child care.

That, it seems to me, makes Head Start too expensive even for this administration. And I cite as evidence for that in my prepared remarks the Draft Report of the President's Working Group on Welfare Reform where, on the page that describes how child care will be funded for the tens of thousands, if not million and a half, poor mothers who will be forced to either work or be in job training, there are four provisions, and I will just read them very quickly.

For "Maintain IV-A," it says "automatically expand"; for "child care for low-income working families," it says "significant new funding"; for "child care development grants," it says "gradually increase the block grant." And when it comes to "Head Start," it says "facilitate linkages." And I think the reason it does that is because when you cost out Head Start within the framework of welfare reform, it is too expensive a program for the budgeteers.

Now, again, I want to emphasize how I began. There are problems. Most problems get solved in part by money. What I would say to you, Senator, and to the rest of the committee is to review our recommendations with a friendly skepticism—that is, keep the bottom line in mind.

Thank you very much.

The CHAIRMAN. Thank you.

[The prepared statement of Mr. Besharov may be found in the appendix.]

The CHAIRMAN. Ms. Schorr?

Ms. SCHORR. Senator, I am delighted to be part of this hearing and to have been part of the Secretary's Advisory Committee, which we all agree is going to be a major contribution to the development of Head Start.

I want to focus my remarks on the advisory committee's recommendations to expand Head Start to younger children and their families, and I want to put those recommendations in the context of what we know about the needs of very young children and what we know about social programs to meet those needs.

Our committee agreed unanimously that given what we now know about the importance of the early years, 9 months of Head Start for 4-year-olds is too little and too late. We did not come to an agreement about how fast the process should be or how vast the process of extending to the younger children should go, but we were unanimous that it ought to occur and that Head Start now has to be able to expand downward from preschool to pre-birth, because the fundamental building blocks of school learning and of healthy development have to be in place long before children reach what we used to think of as Head Start age, and because beleaguered families need support from the very beginning. The kind of

support that Diane Hebert described to us today is what should be in place for families from the prenatal period on.

What we now know about the needs of very young children is quite simple, and it is not even all that new. What is new is that we now understand how important it is that those early needs be met, because that is when the foundations are laid for the ability to learn in school and to grow into a responsible and constructive and contributing adult.

And it is no longer just the child development experts who recognize the importance of those early years. Calls for expanding Head Start and for extending it to younger children now come from the business community, from the Attorney General, as Marian cited, from the Director of the FBI, and even from police chiefs, who despair of trying to control crime and violence among young people whose welfare was seriously neglected when they were very young.

So some of the strongest support for investing in this age period is coming from the most hard-headed among us because more and more people have come to understand that in the first 3 years, young children need to be loved, they need to be protected from harm, they need to know they live in a world of familiar adults who will provide for them and respond to them in caring and predictable ways, and they need someone in their lives to make them feel special and valued.

When I think about that set of needs of young children, I think about the statement of the National Conference of Bishops, who said: "No government can love a child, and no policy can substitute for a family's care." I think that is a rock-bottom reality that we cannot lose sight of. But we can also not lose sight of what the bishops went on to say. They said, "Clearly, families can be helped or hurt in their irreplaceable roles. Government can either support or undermine families as they cope with the moral, social and economic stresses of caring for children." And that is what I think we are here to talk about—how Government, through Head Start, can support families as they cope with the moral, social, and economic stresses of caring for children.

And as we think about how Head Start might be expanded to support families with young children, with very young children, I think we have to supplement our images of Head Start from those where we see a classroom of kids playing with blocks, doing their painting, and getting ready for snack, to images that include home visitors who help families form those early attachments and to feel competent as their children's first teachers and who help to make arrangements for immunizations and those early visits to the doctor. We should be able to visualize family support centers that reduce a mother's sense of isolation, that provide opportunities to observe and learn from other mothers with their babies and that make connections with other sources of help, whether for housing, food stamps, drug treatment, literacy skills, or job training.

But as we visualize people from outside the family helping families to provide those intangibles that make babies and toddlers feel loved and cared for and able to trust, that lead to the mastery of those fundamental concepts of now and later, right and wrong, thine and mine, we still face the question of whether Head Start or any Government program is really able to help make that hap-

pen. And I think you know as well as I do that people around the country are pretty cynical about what Government can do.

I think it is no accident, though, that Head Start is an exception to the prevailing cynicism, and I think the confidence in Head Start is not misplaced. It works because it incorporates the principles that we now understand are essential to all successful programs. It is comprehensive. It is family-friendly and community-based. It establishes a climate that is respectful and warm and welcoming and supportive. It has made local variation and flexibility compatible with high quality. And it is fundamentally a two-generation program. It recognizes that you cannot help young children without helping their families, and those twin goals of improving outcomes for children and helping their parents toward self-sufficient do not conflict when the resources to do both are mobilized.

And of course, I think you have to pay a lot of attention to this question of resources, as we have all said, because if Head Start programs are to become the entry points to job training and other efforts to support adult development, or are going to be linked to those other efforts, then new resource have to be available, and not at the expense of the services needed by the children.

And of course, local communities need a lot of help to make it easier to put services together. I think Doug Besharov is right, and the report recognizes that Head Start programs have to be integrated with other community efforts. Head Start programs for younger children can be attached to schools and family support centers and settlement houses as well as to existing Head Start programs. And we do need vigorous national leadership through the Congress, though the Department of Health and Human Services, and I think through the newly established Community Enterprise Board, to reduce bureaucratic barriers to putting services together locally.

Let me conclude by saying that I do think we are on the verge of great breakthroughs in our ideas of what society can do to support children and families. I know that you, Senator Kennedy, and this committee are going to be providing the essential leadership that is going to be necessary to mobilize the resources and to build on the new knowledge we now have, on programs like the CCDP that you mentioned earlier, and on the heroic efforts of Head Start parents and staff throughout the country.

I think we are going to see the rewards in long-term cost savings, in greater national prosperity, and in a new sense of family and community for all of us.

Thank you.

[The prepared statement of Ms. Schorr may be found in the appendix.]

The CHAIRMAN. Thank you very much, Ms. Schorr. Those are enormously challenging comments that you make and something I certainly agree with.

As we all come to grips with these disruptions in our society that reflect themselves obviously in the primary concerns of violence, I think, we sort of come back and look again at what can be done in terms of the sort of transgenerational passage of values and support, even with the sloganeering and the easy cliches. But that is certainly something which we have seen deteriorate for a variety

of reasons. We have a responsibility for establishing a new climate of family. Maybe we are going to have to try to figure it out.

Many of us grew up in the traditional family, with both parents home, and brothers and sisters and grandparents and so on, and that has changed with all the various passages of value systems down from older generations through the existing generations. That is very important when most of us grew up—at least I did—in a situation where if your parents were upset with you, you had an interlocutor of a brother or sister who would either talk to you or talk to your parents to help things along. These kids do not have that today, and they do not have those kinds of support systems. How we are going to be able to attempt to change it—and as you point out, it can only be done through real people; the Government cannot do it. And people are ready to do it, I am absolutely convinced. They want to do it, and they get enormous satisfaction out of doing it, and it is part of the whole Judeo-Christian ethic. So how we attempt to add some dimension to that mix is our challenge, and it is an enormously complex challenge.

Dr. Zigler, first, on your concerns about quality, are you satisfied that if we implement these recommendations we will really be, perhaps for the first time in a long time, really coming to grips with the quality issues that we need to?

Mr. ZIGLER. Yes, I do, Senator. The fact is this committee did its work well. There was an openness about just what is wrong, how can it be fixed, and there have been some very gaping problems.

For instance, there are really two aspects of Head Start that were ahead of their time, I think. One was the comprehensive nature of the program, and second was the parental involvement and the two-generation approach. Very essential to that is the support of family independent of the child's activities in the Head Start center. Caseloads in certain centers—forget 100—in certain centers were 500. It cannot be done.

Taking a fresh look at getting more family involvement in Head Start, more services to families, building up the capabilities, the training, and the pay—if you want to see the magic of Head Start in terms of the child's development, sure, it takes management, it takes the Feds, it takes the regional offices, but the real magic is the same place as the magic between parent and child, why parents are so determining of what the child becomes. It is at the interaction between the teacher in that program and the child. The concern with the quality of that teacher, the pay, the benefits—all of that will accrue to a better interaction so you have better people.

I have been monitoring Head Start now from day one, and this is the first time in the 30-year life of Head Start now where a serious effort is being mounted to really improve quality. Each and every one of the recommendations, which are numerous, was thoughtfully thought through. They certainly cannot all be done at once. Working out a work plan is going to be demanding, and prioritizing. But I have a great deal of confidence in Mary Jo Bane, a colleague of many years, and the people who are now at the Administration for Children, Youth, and Families, to be able to mount the kind of effort that will finally make Head Start a high-quality program at every, single center.

The CHAIRMAN. Let me ask you this, and maybe Marian Edelman as well. Among the criticisms of the program was that the program cannot effectively absorb the increases proposed. Do you buy that? I would just ask the members of the panel to respond quickly.

Mr. ZIGLER. The increase has been a problem for the last several years. The problem is it was done willy-nilly. Like others, I believe Head Start finally must be expanded to every child who is eligible. But it cannot be done the way that it was done, with some order from above. I think the notion of needs assessment on the part of people like Mr. Herndon, who actually look at their communities—what is it that they need; how fast can they improve this while they are adding children over here—and they really develop some kind of a plan so that the going forward is planned for, I think that is what is promised in this report and what has been missing up to this report.

The CHAIRMAN. Marian?

Ms. EDELMAN. Oh, I think that one has got to have a very careful strategic plan to phase in the expansions in a very thoughtful and careful way, preparing the grantees for serving children better and well. And nobody is talking about doing anything in a helter-skelter way. I mean, if it is not done well, it is not going to work well for children, and the bottom line has to be whether it is going to be good for kids.

So I think we do have the capacity to manage a Head Start expansion in a reasonable and thoughtful way. Some people are ready to expand tomorrow; some are not. So the point is to really have a very careful strategic planning process to ensure that every dime is used well and to ensure that every child is served well.

The CHAIRMAN. And you are satisfied with the monitoring provisions that are recommended by the advisory committee as well?

Mr. ZIGLER. Not yet, I am not. Let me put my carping hat back on. What we have here, as you have described it, Senator, is a very good map. What we are all waiting for is the work plan, what is going to be done and exactly that.

The thing that worries me the most—one of the problems in deterioration of quality over many yards was due to the breakdown in one of the chains of command, namely the regional offices. I am very concerned that while at the same time we are talking about improving Head Start, we are also in other places talking about cutting the Federal Government's employees by 14 percent. It cannot be done.

I think until I see the ability of the regional office to really provide technical assistance, until I see a rejuvenated national office—it is not secret the national office has been demoralized for over a decade; people have been driven from that office who were capable—until I see the new cast of characters, until I really see the infrastructure both nationally and at the regional level, then I will not be satisfied that this can work.

The CHAIRMAN. Well, you are not surprised at the ambivalence in terms of people wanting to cut more employees out of Government, and yet they want to more monitoring in terms of Head Start. At the present time, 78 percent of the people want stiffer sentences, but only 30 percent want to build more prisons. So that

is nothing new in terms of the American political view. The real challenge is to try to make sense, talk sense, and appeal to the sensibilities of the American people, and I think they respond to it. But I think the points that you make are very helpful, and we will certainly be working with you as the details of the legislation are fashioned. If we get the expansion of this program as the administration is planning to do—perhaps not as much as some of us would like—if this is not done right and done well, as was pointed out by this panel and others, the risk of disservice to the children and the collapse of support for the program in terms of the American people is going to be out there. There is just no question about it.

So we had better get it right, and I think that is what all of us are here prepared to do.

Let me ask Marian about these various programs that have been mentioned here by Mr. Besharov—Head Start, Child and Adult Care Food Program, Child Care Development Block Grant—you are familiar with all of them. On our committee, we are going to be taking a look at some 123 job training programs, about $18 billion, in six different agencies. And that is because for years, we tried to deal with dislocated, displaced workers, disabled workers, and others. Then we had unemployment insurance to take up the slack because we went through recession cycles. And now, of course, we have an entirely different labor situation where, a generation ago. If you were a welder in Quincy, MA, your grandfather was a welder, your father was a welder, you were a welder, and your wife never worked. Now, women are in the work force with all the different possibilities and difficulties and challenges that brings. Everybody who goes into the work force will have seven different jobs over the course of their working life. So it is an entirely different world, and we have got to try to do things based on that. And we will. I hope that we can reevaluate these separate programs and really try to make some sense of that.

Do you find that this is true as well in terms of some of the childrens programs, or not? Is it a different dimension?

Ms. Schorr?

Ms. SCHORR. I think the issues are very, very similar whether you are talking about job training, whether you are talking about family support, whether you are talking about young children. When Head Start began—Doug made this point—it was the only Federal program that was out there. You did not have to worry about how it connected up with everything else.

Now, as a result of the accretion of these categorical programs, as you said, each time you find a problem, you devise a very circumscribed program to respond to that circumscribed problem. And what we have now is that communities are not able to put it together to make sense out of it, to provide coherent, comprehensive services.

I think at last, that has been recognized. It is recognized in the National Performance Review; it is recognized in the Community Enterprise Board, which is supposed to—when the President announced the Community Enterprise Board, he said the communities should be telling us what they want to do, and we should make it possible.

I do think that is an issue that extends well beyond Head Start, but I think because Head Start starts out with a comprehensive stance, it really has a leg up on trying to solve these problems. But that is why a large part of the advisory committee report is devoted to this issue of partnerships. And the Carnegie task force that you mentioned in your opening remarks, the Carnegie Task Force on Young Children that is coming out in April, also focuses on precisely how communities can be helped to put it together and the leadership that is needed in the Congress, because that is where the categorical fragmentation begins.

So I think that is a very central issue for Head Start, and it is a very central issue beyond Head Start.

The CHAIRMAN. Ms. Edelman?

Ms. EDELMAN. I would just "amen" that. I think that the need is for a comprehensive, high-quality, flexible, family-friendly, early childhood support system in this country for families, and that we need to talk about how we build that in through this variety of funding streams in order to enable parents in various communities to get what they need, when they need it, in the least complicated fashion.

So that is not only an issue of efficient use of funds; it is also an issue of the ability of parents to really function well with their children. So we welcome a look at how we can provide that kind of thoughtful system.

The CHAIRMAN. Mr. Besharov?

Mr. BESHAROV. It is going to be very tricky because, as Marian said, when we have the strategic plan, it has to somehow take into account all these different funding streams and prevent what I think is happening at the State and local level, which is a fair amount of "gaming" with Federal money.

There has been a migration of spending from low Federal reimbursement funding streams to high, and my sense is that every expansion of Head Start that we see without appropriate protections will see States saying, "Ah, they have taken care of another 300 of our kids, and we do not have to provide 300 slots."

So whatever strategic plan is developed has to really consider these problems and address them quite directly. Otherwise, I think we are in for another generation of gaming.

The CHAIRMAN. Well, generally, we try to put in these maintenance of effort provisions, and it is worthy to make a review of whether they work. The dilemma that you have—we are going to have Chapter I, where we are going to reauthorize about $7 billion, and it is enormously important in terms of disadvantaged kids as well—last year, we tried to waive some of the regulations. I think actually out of the conference on education reform last year, we did it for a few States and about 30 or 40 school districts. The bill did not go through, and we are coming back to deal in the Goals 2000 with some of that.

Having been here for some period of time, I have seen instances when we did not have regulations—years ago, when we just had Chapter I—and the schools were using those funds to buy shoulder pads and build swimming pools. Now we put the regs in, and you talk to people who are out on the front lines in school districts in Massachusetts, and they are dealing with kids for half of the se-

mester and cannot deal with them in the second, even though it is the same poor kid, because of the way the formula works. Obviously, it is an enormous disadvantage for that child.

So you have this kind of dilemma, and I hear what you are saying. As one who was, along with many others, responsible for tagging job training onto anything that went through here—homelessness, the McKinney bill, job training—because quite frankly, many of us did not believe that we had administrations that were sympathetic to the concept of these kinds of support systems, and when we saw a train moving out, we tried to do something to get some help and assistance. Now we have a different kind of situation. Now the question is, quite frankly, whether we can deal with a lot of those bureaucracies that are out there. A lot of people out there feel that they do not want to have their ox getting gored. So that is something that we have to try to deal with.

And we have to hear from all of you particularly with regard to the range of different children's programs that are out there, to understand how we are dealing with them and coming to grips with them.

I have tried at another time—and I am just musing here, but none of my colleagues are here—to take all the bills that come through our committee and find out how much is actually used in administrative costs, and then also to try to look at what is investment and what is expenditure. If we could get all the committees to do that—whether we are talking about the space station or Head Start or WIC or immunizations—so the public could understand what are really investments in people and what are consumptions.

I have met with State legislators on their child and maternal and child health program—this is a different committee—but the amount of money that actually gets out there in terms of real funds for childrens programs is quite surprising. I mean, it is a very, very small amount. Chapter II and higher education, block grants to the States—basically, instead of getting the money out for education, it is basically supporting education systems in the States. And quite frankly, chapter II was the cost of getting Pell Grants and Stafford Grants. But with scarce resources, we all have to try to do a lot better, and I think you have a committee here that wants to try to do that—as we move forward on what we need to do now. I mean, I am glad to do both, myself. We cannot say we are not going to move until other problems are solved, because children cannot wait that long for us to fiddle around here in the Congress.

So to the extent that we can really begin consideration on the children's support programs—and obviously, they are related to health care and job training programs—we will be making great strides. I am impressed with the seriousness with which the quality issues that have been addressed. The other questions that have been raised about this program in the past, particularly in the debate that we had a little over a year ago have been answered. I hope we can keep in touch with you as the legislation is drafted to make sure we are carrying through with the essential thrust of this report.

I was thinking about Margaret Mead, with whom I sometimes agreed and sometimes differed. But her study on the great civilizations and great cultures having the transgenerational exchanges of

values I thought was an enormously interesting study and one to which I really subscribe.

I want to thank all of you very, very much for being here this morning. We will have some further questions, but I thank you very much and congratulate you on a job well done.

APPENDIX

PREPARED STATEMENT OF MARY JO BANE

Mr. Chairman, members of the Committee, I am pleased to come before you today to present highlights of the Final Report of the Advisory Committee on Head Start Quality and Expansion which was released this morning. First, however, I want to thank all the members of this Committee and your staff for your continued efforts and longstanding bipartisan support of the Head Start program. Your work over the years has made a significant contribution to the lives of millions of young children and families served by Head Start programs throughout the nation.

As you know, the Advisory Committee report is the product of six months of work by the 47-member bipartisan committee appointed by Secretary Donna Shalala last June. Members of the Advisory Committee reflect diverse backgrounds and perspectives and include representatives from the Head Start community, staff to members of Congress, Administration officials, representatives from the public and private sectors, and other experts in children's health and education. We are particularly grateful to all members of the Committee for their overwhelming commitment to this process. It was an honor for me to serve as Chair of the Advisory Committee.

The Committee was charged with the task of conducting a review of the Head Start program and making recommendations for its improvement and expansion. Over the years Head Start has received widespread support from various Administrations and from the Congress. Earlier last year, concerns were raised regarding the quality of the program. Rapid expansion without adequate quality assurances had begun to take its toll on local Head Start programs. The Advisory Committee was formed to address these issues. In appointing the Committee Secretary Shalala said:

"We want to ensure that more children reach school ready to learn. And we want every Head Start program to offer the comprehensive family services and high quality early childhood experience that are the core of the Head Start vision."

In undertaking its mission, the Advisory Committee carefully reviewed past reports and existing data and received input from hundreds of people concerned with and affected by the Head Start program through several focus groups, outreach meetings and a public hearing before some 1,500 people attending the National Head Start Parent Involvement Institute held in Washington, D.C.

The recommendations of the Advisory Committee build on the strengths of the Head Start program: the comprehensive approach to service delivery, the commitment to parent involvement and the strong community orientation. The Advisory Committee recommendations seek to balance the need for expansion with the need to enhance services and assure high quality.

We all know that the world has changed dramatically since Head Start began in 1965. The Committee recommendations respond to these changing needs.

In order to bring Head Start into the 21st Century, the Advisory Committee recommendations are based on three solid principles:

We must ensure that every Head Start program can deliver on Head Start's vision, by striving for excellence in serving both children and families.

We must expand the number of children served and the scope of services provided in a way that is more responsive to the needs of children and families.

We must encourage Head Start to forge partnerships with key community and state institutions, the private sector and programs in early childhood, family support, health, education, and mental health and we must ensure that these partnerships are constantly renewed and recrafted to fit changes in families, communities and State and national policies.

The Findings of the Advisory Committee

Head Start was launched in 1965 as a comprehensive child development program. Throughout its history, Head Start has served over 13 million low-income children and their families through the provision of education, health, social services,parent involvement and disability services. Yet in this 28-year period both the needs and circumstances of families and the landscape of community services have changed dramatically.Clearly there is a need for Head Start to grow and continue to adapt to these changes. The Advisory Committee found that:

Head Start has been successful in improving the lives of many low-income children and their families and in serving as a national laboratory for early childhood and family support;

Most Head Start programs provide quality services; however, the quality of programs is uneven across the country;

Head Start needs to be better equipped to serve the diverse needs of families;

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There continues to be a large unmet need for Head Start services; and

In many communities and states, Head Start, public schools,and other early childhood programs and providers responsible for addressing the needs of young children and families operate in isolation from one another, without adequate resources, planning and coordination.

The Recommendations of the Advisory Committee

In looking toward the next century, the Advisory Committee envisions major innovations in Head Start. As we enter the 21st Century, we see an expanded and renewed Head Start which serves as a central community institution for low-income children and their families. The Committee's recommendations are based on three principles: striving for excellence, being responsive to local needs, and forging partnerships.

I would like to highlight some of the significant innovations recommended by the Advisory Committee to achieve these goals.

1. Striving for Excellence

The Advisory Committee believes that all Head Start programs should provide high quality comprehensive services in order to be effective and to better assure long-term benefits for children and families. Head Start programs must have a clear understanding of policies and expectations, and they should receive sufficient levels of support and resources to achieve this goal.

At the same time, the Committee report states that no Head Start program should be allowed to fall below a minimum level of programmatic and fiscal performance and still continue to operate.

The Committee recommends a number of specific steps to help assure high quality programs. For example:

Since Head Start delivers its services from people to people, with 100,000 frontline staff and managers working with children and families, we must begin our efforts by ensuring that the staff receive the training and support they need. The Committee recommends that every Head Start program have a staffing plan, that we encourage "mentor" teachers to support classroom staff, and that we establish competency-based training for staff who work directly with families.

The management team is a key to effective programs. The Advisory Committee recommends that specific action be taken to improve the management of local programs by expanding management training, strengthening financial management policies and practices and supporting strategic planning at the local level.

Effective and efficient Federal oversight of Head Start is critical to provide greater accountability. We must ensure prompt action to deal with low-performing grantees. The Advisory Committee recommends that we put in place a time-sensitive process for working to correct deficiencies and, if necessary, defunding low-performing programs.

The Advisory Committee heard repeated concerns regarding the need for improved Head Start facilities. Since Head Start can now purchase facilities, the Advisory Committee recommends training and technical assistance to ensure efficient renovations and purchases.

2. Expanding to Better Meet the Needs of Children and Families

Head Start has seen unprecedented increases in the number of children served over the past few years. However, policies have too often been confined by the goals of serving additional four year olds in half-day/part-year programs, without regard to the unique needs of children, families and communities. Therefore, the Advisory Committee recommends a more strategic approach to expansion, which balances the need to maintain quality and serve additional children with a greater sense of responsiveness to family needs and community resources.

For example, the Advisory Committee recommends, for example, that: all programs should assess needs and plan strategically, family services and parent involvement should be expanded, the number of children should continue to expand, full day/full year services should be provided to meet the needs of parents in work and training, and we should ensure that the services Head Start currently provides to infants and toddlers and their families are of the highest quality and seek new ways of serving additional families with younger children.

3. Forging Partnerships

The Advisory Committee noted that as Head Start improves and expands, it must fit into an increasingly complex array of Federal, State and local services and resources available to low income children and families. The Committee identified several areas in which partnerships need to strengthened. For example, we must: ensure greater continuity and coordination as Head Start children move on to public

schools, forge new partnerships with the private sector, and join current planning efforts for early childhood and family support at the state and local level.

Finally, we must obviously ensure that Head Start is linked with other national initiatives such as national service, health reform, education reform and welfare reform.

The Advisory Committee concluded by saying that these recommendations must guide priorities and use of existing as well as new resources. They also recommended that the Department develop an implementation plan based on the ideas set forth in the report.

As Assistant Secretary for Children and Families, I want to assure the members of this Committee that we take these recommendations very seriously and we are already seeing the impact of the Advisory Committee into our thinking and planning for the new year.

A Head Start parent testifying before the Advisory Committee said "I learned to live again, no just survive. Head Start gave me and my children a chance to be winners." It is time that we stop allowing Head Start to just survive, it is time once again to rededicate ourselves to the nation's most vulnerable children by making sure that Head Start thrives so all of our families can win.

In closing, I want to thank you and your staff for allowing us this opportunity to turn another page in Head Start history as we move the program towards the 21st Century.

PREPARED STATEMENT OF RON HERNDON

Mr. Chairman, Members of the Committee: I would like to thank you, Senator Kennedy, and members of your committee for conducting this very timely hearing. As in the past, the Head Start community is grateful for your continued support and dedicated interest in the Head Start program. I would also like to thank Secretary Donna Shalala for her insight in first creating a committee, and then appointing members who demonstrated the tenacity that these 47 members displayed.

My name is Ronnie Herndon. I am actually here today in three capacities. First, as Director of Albina Head Start in Portland, Oregon. Second, as a member of the task force, and third, as the President of the National Head Start Association. My comments will come from my experiences as a Head Start Director and one who has spent considerable time conversing and working with Head Start leaders across the Nation my feeling that the true leaders of Head Start are those who are reacting daily to and supporting families with children as they face the struggles of poverty and other social pressures prevalent in the world in which they live.

My program serves 320 children at 16 different sites, primarily located on housing authority premises within the city limits of Portland. We provide full-day services to all children and families from 7 am. to 5:30 p.m. for 8 and one-half months a year. As a recipient of a national demonstration transition project, we also work closely with Portland public schools. As a Head Start Director, I regard the recommendations in this report as a pathway to progress and success into the next century. Of course, recommendations alone will not make this happen. We need the total support of Congress and the Administration.

The National Head Start Association endorses the findings of the final report and stands ready to work with Congress and the Administration in implementing its recommendations. The committee identified areas of existing quality gaps while providing constructive recommendations as to how those deficiencies could be eliminated. By structuring the report around quality, families, and partnerships, a course of action has been plotted. It is now time to follow the course.

There have been major attacks on the Head Start program during the last year. Many inaccurate statistics have been used to berate the effectiveness of Head Start; but this report dealt with facts. It is a program that has been successful in improving the lives of many at-risk children and their families. Head Start is a human service program—a grass roots program. The committee was able to not only spend time with individuals, but also review documentation that provided needed information to identify and improve the services effectively extended to children and their families.

Independent research confirms that program quality is one of the strongest factors in successful intervention. In a recent study of 32 Head Start classrooms presented at the Head Start Research Conference, quality stood out as the strongest predictor of positive outcomes for children. In another study at the same conference, quality Head Start programs were cited for their ability to alleviate violence and gang activities.

During the 1990 reauthorization of Head Start, it was the Head Start Association that lobbied to ensure that "quality" was addressed. It was apparent to many Head

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Start leaders that Head Start could not continue its growth unless Congress was willing to address quality. Fortunately, Congress established a set-aside for quality initiatives. We would like to commend the members here today who showed the leadership to address quality issues during that 1990 reauthorization. Although these funds were greatly needed, they were certainly not sufficient to remedy years of lack of attention to quality. This Advisory Committee's report certainly supports this.

A study by The National Head Start Association, Investing in Quality, revealed that these quality funds allowed programs to increase salaries, add benefits, improve component staffing, renovate classrooms and playgrounds, and strengthen administration. Comments from directors across the United States confirm the need for these funds:

1. North Carolina: "We had no health benefits for staff. All the quality funds were used for this."
2. Florida: "The funds enabled us to hire a full-time parent involvement specialist to strengthen this critical component."
3. California. "We renovated two depressing play yards . . . they now look like parks."
4. Connecticut: "Literacy funds will help parents get their CDA, high school diploma, and GED."
5. New York: "Funds allowed us to computerize classrooms and update data management computerized system at administration offices."

However, as evidenced in the committee report on quality and expansion there is still much to be done. In many Head Start programs across the country these funds presented the first opportunity in more than a decade to make these needed improvements.

At this time I would like to underscore some of the recommendations strongly embraced by the Head Start community.

Although service to all eligible children is certainly a priority to the Head Start community, the report aptly recommends a more strategic approach to expansion which balances the need to maintain quality and serve additional children. This also captures a greater sense of responsiveness to family needs and community resources. An over diluted program will serve no one1s best interest.

The National Head Start Association also commends the committee for their efforts to recognize the importance of expanding existing services that may accommodate full-year/full-day programs, and services to infants and toddlers. It is understood that not all programs have the need to provide these services to all children. But in order to effectively serve the local community, Head Start should be given the flexibility to address these needs. I mentioned in my own program that we served children from 7:00 a.m., to 5:30 p.m. for eight and one half months a year. The needs of my families do not end when the school year ends. The recommendations in this report will support the need in many programs to provide full year services.

We are pleased that the report suggests creating a timetable for the defunding of historically poor performing grantees. These programs create a poor image for all Head Start. Historically, it has been extremely difficult to defund a poor quality program within a reasonable period. The report is right about inconsistent quality among programs. This inequity would cease with better monitoring and outcome-based measures geared toward programming. I hope my grandmother is not watching this, she'd be ashamed of me.

The report suggests better linkages between Head Start and other national initiatives. This may include welfare reform. Head Start has had successful experiences serving as job training sites while coordinating family support services. One-third of the Head Start staff are former Head Start parents. This figure is certainly an indicator that Head Start recognizes the potential of individuals and provides an environment that promotes self-sufficiency.

The report recommends the reengineering of federal oversight to provide for greater accountability. While there are efforts to downsize government staff, the Head Start Bureau is still operating, in some regions, with less staff than before the large expansion efforts. This necessitates much time for paper work with less time spent on technical assistance to grantees. In order for many of the recommendations of this report to come to fruition, adequate staffing levels must be maintained.

Partnership received the attention it duly deserves in this report. When considering coordination of services with other federal agencies, there are existing barriers that create difficulties in the implementation of these partnerships. The most provoking to many of our programs is that of eligibility. Many families eligible for WIC, Medicaid, public housing subsidies, and free lunch pro-

grams, find themselves ineligible for Head Start. This creates problems when Head Start programs are working with other agencies to provide "one stop shopping" type of service delivery systems to maximize state and federal funding. NHSA endorses changing the eligibility of Head Start participants to accommodate these partnerships and better serve at-risk families.

Head Start does work. It provides children and their parents with a foundation that is needed by families as they begin to cope with the realities of public school and other social pressures. The emphasis on parent involvement must continue if Head Start is to change the system. Parent involvement is the element of the program that promotes support for self-sufficiency and positive social change.

The report strongly embraces partnerships. The partnership that is initially needed to launch these findings is that of a bipartisan Congress, and an administration moving forward with the total involvement of the Head Start community, both through reauthorization and significant increases in funding. The report is outstanding. The challenge is the follow-through.

PREPARED STATEMENT OF LISBETH SCHOOR

I would like to use my time with you to focus on the Advisory Committee's recommendations to extend Head Start to younger children and their families, and to put these recommendations in the context of what we know about the needs of very young children, and what we know about social programs to meet those needs.

The Advisory Committee's subgroup on younger children and the Committee as a whole agreed unanimously that while the original Head Start model reflected the forefront of research at the time, now, thirty years later, we know that a year of Head Start for four year-olds may be too little and too late.

Having learned that the fundamental building blocks of school learning and healthy development must be in place long before children reach Head Start age, and how important support to families can be from the very beginning, we no know that Head Start must be able to expand downward, from preschool to prebirth, to support beleaguered families not for one year but for all of their children's early years.

The needs of very young children

What we now know about the needs of infants and toddlers is fairly simple arid straightforward. It isn't even all that new. What is new is that we now know how important it is that those early needs be met. Meeting those early needs is what lays the foundations for the ability to learn in school, and to grow into a responsible, constructive, contributing adult.

Recognition of the importance of those early years is no longer just the preserve of experts. As the search intensifies for solutions to our urgent domestic problems we hear ever more calls for expanding Head Start and for extending Head Start to younger children and their families. These calls now come from the business community, the Attorney General, and from police chiefs who despair of trying to control crime and violence among adolescents and young adults whose welfare was seriously neglected when they were infants, toddlers and preschoolers. So we see some of the strongest support for investing in the youngest children and their -families coming from the most hard-headed. The understanding about the importance of the early years is now widely shared. More and more people know this essential truth: In their first three years, young children need to be loved and protected from harm. They need to know they live in a world of familiar adults who will provide for their most basic needs, and who will respond to them in caring and predictable ways. And they need someone in their lives who makes them feel special.

When I think about that set of needs, my mind immediately goes to the 1992 statement of the National Conference of Bishops:

> "No government can love a child," they said, "and no policy can substitute for a family's care . . ."

That is a rock-bottom reality that we dare not lose sight of. No more than we dare lose sight of what the Bishops went on to say:

> "Clearly families can be helped or hurt in their irreplaceable roles. Government can either support or undermine families as they cope with the moral, social, and economic stresses of caring for children."

That is what I believe we are here to talk about: How government, through Head Start, can support families as they cope with the moral, social, and economic stresses of caring for their children. .

How Head Start can help families to meet the needs of very young children

As one thinks about how Head Start might be expanded to support families with infants and toddlers, it is obvious that we must form some new mental images to supplement those of a Head Start classroom where a bunch of preschoolers, under the supervision of several adults, are working on their coloring, playing with their blocks, storing their possessions, and preparing their snacks. When we think of expanding Head Start downward, our images must include home visitors who help families to form those early attachments and to feel competent as their children's first teachers, and who help to make the arrangements for immunizations and the first doctor's visit. In our mind's eye we should see family support centers that reduce a mother's sense of isolation, that provide opportunities to observe and learn from other mothers interacting with their infants and toddlers, and that make connections to other sources of support, be they for housing, food stamps, drug treatment, literacy skills or job training.

Head Start programs for younger children could be attached to schools, family support centers, settlement houses, existing Head Start programs, or other community institutions. An expanded Head Start is compatible with efforts to encourage broad variation in how programs are implemented locally and the best of American pluralism. Vigorous national leadership through the Department of Health and Human Services and the newly established Community Enterprise Board could reduce bureaucratic barriers to putting services together locally, provide technical assistance, and infuse with new energy and new hope the many committed individuals and organizations now struggling to improve outcomes for the children who have been left behind.

But even if we have an image of how people from outside the family can strengthen the capacity of families to provide their very young children with the intangibles that make babies and toddlers feel loved and cared for and that lead to mastery of the fundamental concepts of now and later, bigger and smaller, right and wrong, thine and mine, we still face the question: is Head Start—or any government program—really capable of doing that?

Government programs that work

Columnist William Raspberry has pointed out that nothing makes people walk away from social problems as fast as the conviction that nothing can be done to solve them, especially not by government. Among the few exceptions to the dominant cynicism is Head Start. Surely Head Start is the federal program that Americans feel most hopeful about and have the greatest confidence in. From my travels around the country I have the impression that citizens want to be reassured that whatever weak spots there may be in the quality of the program are going to be fixed. And they want to hear that the Clinton Administration and the Congress are so deeply committed to Head Start that there will be enough money to expand it to additional children without any compromise with quality, to make it a full-day and full-year program, and to extend its supports to families with children under three. More and more people recognize that funding Head Start to its full potential is the best way of making cost-effective investments in prevention and early intervention, of giving hope to people who are stuck at the bottom, and of rebuilding community in the nation.

Head Start works because, since its inception in 1965, it has incorporated the principles that we now understand are essential to successful programs.

It is comprehensive, flexibly putting together developmentally oriented child care with nutrition, health care and social services, and with the involvement and support of parents.

It is family-friendly and community based, allowing for pluralism and local variation in response to local community conditions, concerns and needs.

Like other successful programs that have been carefully studied, whether in health, education, early childhood, family planning, or family support, Head Start establishes a climate that is respectful, welcoming, and supportive.

It has shown, allowing for inevitable ups and downs, that local variation and flexibility can be compatible with high quality. Head Start recognizes that the flexibility in implementation and administration that allows for local variation and a sense of local ownership are easily undermined by heavy handed efforts to maintain equity and assure quality through standardization. Head Start is built on the need to balance ample local discretion with efforts to maintain high quality through monitoring, training, and technical assistance.

Lastly, Head Start works, and will be effective in serving families with "younger children, because it is fundamentally a two-generation program. Head Start has always recognized that you can't help young children without helping their families. For years, Head Start has helped mothers to achieve self-sufficiency. A mother's

move to economic independence is enhanced when child care is stable and of high quality. The twin goals of improving outcomes for children and helping their parents toward self-sufficiency conflict only when the resources to do both are lacking. Obviously it will be in the interests of continuity of care for children, as well as in the interests of allowing mothers time for training and employment, for Head Start programs to be able to operate all day and all year round, but only if the resources are available to make the full day experience a high quality experience. Similarly,if Head Start programs are to become entry points to adult literacy and job training, and to other services to support adult development, new resources must be made available, and not at the expense of the services needed by the children.

Let me conclude by saying that I think we are on the verge of a transformation in our ideas of what society can do to support children and families and the quest for economic self-sufficiency. I know that this Committee will provide the informed and committed leadership that will be essential as the nation builds on new knowledge about investing wisely in the futures of young children and families, and builds on the heroic efforts of Head Starts parents and staff throughout the country. We will surely see the rewards in long-term cost-savings, but we will also see the rewards in greater national prosperity, and in a new sense of family and community for us all.

PREPARED STATEMENT OF EDWARD ZIGLER

I am very happy to come before this committee today to talk about a success story in the making. Since 1965 Head Start has served over 13 million impoverished children and their families, and it is gaining the capacity not only to serve more children but to serve them better. For years, early childhood professionals have pleaded that all eligible children should have the opportunity to participate in this comprehensive, two-generation program. Head Start's success in preparing children for school, and in improving some aspects of their families' lives, finally convinced policymakers from both sides of the aisle that the program is a wise investment of tax dollars. Expansion began in earnest with the support of President Bush and the 101st Congress, and it remains a commitment of the Clinton Administration and this Congress. Head Start was never a perfect program, however, and rapid growth exacerbated some of its problems and created new ones.

Head Start's most serious problem has always been inconsistent quality. Some programs are excellent, some are mediocre, and a few are poor. This situation began before the first center opened its doors. The project started off so big and so fast that quality controls were left behind. The planning committee presented its ideas to Sargent Shriver in February of

(of which I was a member

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1965, and by that summer the program was up and operating with a larger enrollment than it had 3 years ago. In those few months, thousands of grant applications had to be evaluated and processed. In those days Head Start was headquartered in the old Colonial Hotel, and, since there was not time to purchase file cabinets, the applications were filed in the bathtubs of the empty suites. Needless to say, not all of the requests were screened as carefully as they should have been, and some grants were undoubtedly awarded to groups that were not prepared to deliver the program in the manner intended.

The history of concern about quality in Head Start also dates back to the program's beginning. I remember fretting about the matter with Jule Sugarman, the program's first associate director, as we stood in that old hotel watching the beehive of activity. I worked to establish a quality control system when I became the federal official responsible for Head Start in the Nixon Administration. The result was the Program Performance Standards, which were finally implemented in 1975. They remain the principal vehicle for monitoring program quality, but staffing for oversight and training was greatly reduced during the 1980s even as the program became larger. The best standards in the world are meaningless if they are not enforced.

On Head Start's 15th birthday, I chaired a committee convened at the request of President Carter to review the program and make recommendations for the future. We found many signs of eroding quality, including insufficient regional staffing, poorly trained and compensated teachers, a weakened parent involvement component, and outdated evaluation. That was in 1980. Ten years later, the Silver Ribbon Panel of the National Head Start Association found that these problems not only were still there but had worsened. Yet President Bush chose to ignore the Panel's suggestions for improvements, just as the Reagan Administration ignored the 15-year report. Both Reagan and Bush did support

Marian sat on that committee as I recall

Head Start in principle, but they were more concerned with increasing the number of children served than with how well they were being served. This wrongheadedness reached its apogee when the Bush Administration proposed limiting Head Start to 4-year-olds. I must thank Congress for taking long-held quality concerns seriously and creating the impetus for improvements by dedicating a portion of the expansion funds. I have seen draft bills to increase the quality set-aside, and I support them all.

This morning a new report will be released--one that I am confident will not be ignored because of the commitment of President Clinton, Secretary Shalala, and members of this Congress to making Head Start better. The Advisory Committee on Head Start Quality and Expansion has intensively studied problems with the program's administration, operations, and growth. They have put together thoughtful suggestions for enabling Head Start to live up to its potential. One that I am particularly pleased with is to plan for extending Head Start services to children both before and after the preschool stage. After 30 years, we have learned that waiting until a child is 4 years old is waiting too long, and that gains made in preschool can be quickly lost if services are abruptly terminated in kindergarten. Models of dovetailed programming, including the Comprehensive Child Development Program and the Head Start Transition Program, have already been developed. They exist because Head Start has served as a national laboratory for the discovery of more effective means of serving impoverished children and their families. The Committee's recommendations strengthen that role by requiring more comprehensive research and better evaluation, both of which will give more guidance and more credence to the Head Start effort today and tomorrow.

Credit for this promising report goes to many people. The members of the Committee were a heterogeneous group of Democrats, Republicans, policymakers, and laypeople. They combined their various areas of expertise to form a comprehensive plan for strengthening Head Start as it grows. Their work was facilitated

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by the input of many, many concerned citizens and by the excellent staff work at HHS. The existence of the Committee itself is a tribute to the Clinton Administration. As the ground swell of criticisms against the program began to rise, President Clinton never wavered from his promise to poor American families that Head Start would soon be open to all of them. His Administration, particularly Secretary Shalala, did not stonewall but took the criticisms seriously and acted in a constructive fashion. Many members of this Congress, including your Chairman Ted Kennedy, have also been unwavering in their support. With your help in implementing the Committee's recommendations, the nation will soon have a bigger, better Head Start that comes closer to fulfilling its promise to America's families and children in poverty.

PREPARED STATEMENT OF MARIAN WRIGHT EDELMAN

I appreciate the opportunity to testify regarding Head Start before this Committee and you, Mr. Chairman, a long-time advocate and champion for investments in preventive children's programs such as Head Start.

We are on the brink of a new chapter -- perhaps one of the most significant in Head Start's history -- a chapter that could bring new opportunities for our most disadvantaged children and families, as well as new challenges for Head Start programs. The Administration's support for major funding increases in Head Start is most welcome but, equally important, the Department of Health and Human Services has launched a bold effort to help Head Start programs provide the most effective services possible for children and families. Through the National Advisory Panel on Head Start Quality and Expansion and countless other forums, Administration representatives joined by Congressional staff have listened to the voices of Head Start providers, parents and children, researchers and family advocates. The report issued today offers an exciting blueprint for helping this extraordinary program move into the 21st century. A series of significant

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funding increases over the next several years to support the improvements outlined by the Advisory Committee is the next step in ensuring the full implementation of the recommendations.

The founders of Head Start were a group of remarkable visionaries. They understood that, in order to learn, children need more than an early education. They have to be healthy, well-fed, and have strong and functioning parents who can be actively involved in their lives. As a result, Head Start is one of the few programs that builds a set of comprehensive services directly into its framework. This concept has borne the test of time as today's advocates for children struggle to bring to other programs for children and families the unusual package of services which characterizes Head Start.

Head Start is more important today than ever before as violence pervades the lives of young children and their families. This violence has not bypassed local Head Start programs. I recently received a packet of letters from Head Start directors and teachers at the Chicago Commons Head Start and Day Care Center in the Henry Horner Housing Development. The Head Start community was distraught about shootings that had occurred right outside the center.

> "The gang violence is a big factor in our community. I am always putting in the center newsletter a section called, "Building Better Tomorrows for the Children." How could we as educators build better tomorrows when we are educating the children in shooting drills instead of fire drills, or literacy or play?"

It is critical that Head Start remain a vital force in communities facing such violence. Louis Freeh, Director of the FBI, was recently questioned about new approaches for addressing growing crime by children. He replied:

> "I don't know if we need different strategies. I think we need to be more effective in the strategies which

everyone agrees are necessary. The studies that I've seen, with some hands-on experience at home, the values and moral understanding of right and wrong is really solidified in three- and four-year olds, as far as I can see. If we start trying to do rehabilitation work and reach kids at 17, 16, 15, it's probably too late. We've probably missed the boat. So I think that with respect to juvenile crime and children, we've got to start a lot earlier and a lot more effectively than I think we've ever done before."

Head Start can be the place that provides positive hopes and expectations for children, parents, and entire communities by offering children a sense that alternative paths to violence and delinquency are viable choices.

A sound early education is critical to help children enter school ready to learn, but just as critical are parents who can help children learn and act as positive role models. The National Advisory Committee heard moving stories from parents who felt that, because they were poor, they received little respect from institutions and individuals in their communities until they came to Head Start.

As I travel, both parents and former Head Start students often come up to me and tell me what a major influence Head Start has had on their lives. The Advisory Committee report reaffirms that Head Start is a unique program, but it also makes it clear that there are areas which must be updated and strengthened. It wisely makes striving for excellence in serving both children and families its first principle. Excellence can only be achieved through a multi-faceted strategy. It is essential that this strategy recognizes the importance of Head Start's education component and ensures that a rich classroom experience is offered to every child. In that vein, we strongly support the concept of "mentor teachers" to provide supervision and support for

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classroom staff as well as the call for an enhanced training and technical assistance system. Staff who work directly with families must also be well trained and better equipped to handle the increasingly complex problems faced by today's families. Obviously, there must be an emphasis on ensuring that additional health, social services, and parent involvement staff be hired. It is unreasonable to expect that one individual can provide support to 200 challenging families.

From 1981 until the 1990 reauthorization of Head Start, we witnessed a diminishing federal commitment to monitoring local programs. As Head Start grows, both national and regional staff must similarly expand to ensure that programs receive both adequate oversight and technical assistance. Monitoring must be stepped up, accompanied by a serious plan for ensuring that weak programs are strengthened or replaced by more competent and committed sponsors. We cannot permit the outstanding potential of this program to save children and families to be sacrificed because a minority of programs are not meeting their communities' needs for high quality early childhood services.

We welcome the Advisory Committee's recognition that the needs of Head Start families have changed. In 1965, few Head Start parents worked outside the home. Today, a growing number of Head Start parents work or are enrolled in school or training. In the past, Head Start programs were actually discouraged from adapting their schedules to these families' changing needs. Parents need to work and be independent, and Head Start must help them to do so. The report's support for allowing local programs to use Head Start funds for full-day, full-year programs as well as its encouragement of linkages to community child care programs is long overdue.

In 1965, Head Start focused primarily on three- and four-year-olds. We did not know as much about the value and necessity of early intervention as we do today. Many Head Start teachers

are now convinced that they need to reach their children and families much earlier, yet there is a paucity of services for families with infants and toddlers in almost every community. Only a fraction of Head Start programs can offer services to families with younger children. We strongly support expanding the resources targeted to families with younger children. Obviously, a strong set of performance standards adapted to a younger age group must be promulgated to guide programs.

Janet Reno, as Attorney General, understands that investing early in children is a key component of a violence and crime prevention agenda.

> "We've got to understand something that the child development experts have told me again and again. And I even challenged all these newspaper reporters that were more worried about whether my mother really did wrestle alligators than what the subject of my comments were, and I said: Instead of worrying about the alligators, why don't you worry about whether my comments that zero to three is the most formative time in a person's life is accurate? Well, they haven't come back to me saying it's inaccurate.
>
> That's the time the child learns the concept of reward and punishment and develops a conscience. What good are all the prisons 18 years from now going to do if that child doesn't learn to have a conscience?
>
> Fifty percent of all learned human response is learned in the first year of life. What good is a great education going to be 12 years down the line if you don't have the foundation that will give you the opportunity for that education?

As we come into communities and form a whole picture, not only do we have to make sure that there's a health care piece but we've got to make sure that

there is strong, constructive educare from the time of birth to Head Start so that we can form a comprehensive environment around that child that will enable them to grow."

While quality and scope of services must be addressed, we cannot ignore for one moment the fact that only 35 percent of eligible children are enrolled in Head Start. The Advisory Committee makes it clear that the goal of serving every eligible child is a primary one. Expansion must be kept on the front burner as efforts are made to bolster programs that need assistance and strengthen the infrastructure of Head Start.

Obviously, partnerships with other community and state institutions and programs are essential. Strengthening transition from Head Start to elementary school, expanding state collaboration grants, ensuring that Head Start expansion plans are forged in cooperation with other community agencies, and making sure that Head Start with its unique relationship to families and local communities is linked to major national initiatives are all part of building the capacity of Head Start and maximizing its effectiveness.

This is a critical moment in the history of Head Start. As the report acknowledges, the program must adapt to meet the needs of the children and families of the 1990's, and it must ensure that every Head Start center offers the highest quality services to these children and families. I am confident that this is possible. The program's framework is a model for delivering services to children and families. The Advisory Panel has offered a well designed plan for addressing areas that were sorely overlooked during the 1980's and early '90's when expansion focused too narrowly on expanding enrollment.

However, building quality, extending schedules, and ensuring that no child is left behind will require more than the publication of today's report and more than good will. Congress

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must continue on the path of committing significant new funding to Head Start. We have already fallen behind on the President's first year goal for an increase of $1.4 billion for FY 1994. In addition to continuing to make large-scale investments in Head Start, it is time to consider new funding mechanisms which could guarantee annual increases and offer programs the stability and security they need to grow in a rational and thoughtful manner. The Advisory Committee recognizes the need for a more stable funding base when it recommends that the Administration explore the full range of funding options for Head Start commensurate with an effort of this magnitude and importance. We ensure that highways are built by reserving monies in a Trust Fund. This nation can similarly guarantee that it meets the first national education goal of ensuring that all children enter school ready to learn through the mechanism of a Head Start Trust Fund.

Guided by the collective wisdom of the Advisory Committee, accompanied by a reauthorization bill that builds on the efforts of the report, and with a steady flow of major new funds for Head Start, children and families can be offered even more from this country's premier early childhood program.

PREPARED STATEMENT OF DOUGLAS BESHAROV

Senator Kennedy, members of the committee, thank you for inviting me to testify about the report of the Advisory Committee on Head Start Quality and Expansion.

This report is remarkably candid for a report prepared by a 47-person committee operating under government auspices. For that, I commend Mary Jo Bane for her leadership and Joan Lombardi and Emily Bromberg for their diligence and patience.

The report makes many valuable contributions to our understanding of Head Start and how to improve it. If I had more time, I would try to mention the most important. But in the limited time available, I want to express my concern about one overriding aspect of what we have wrought: By providing a wish list of expensive "quality enhancements" to the program, we have fed those forces that are making Head Start too expensive for its own good. In fact, Head Start's high cost, when compared to other federally supported child care programs, may have already caused the Clinton administration to shelve its plans to "fully fund Head Start."

My other concerns are laid out in Appendix #2 to this statement.

A Fragmented System

When it was established, Head Start was the only major federally funded early childhood program. Now, there are many others. Since 1972, total federal spending for early childhood education and child care programs has risen from $2.4 billion to almost $7 billion, in 1993 dollars. In the early years, federal support went mainly to Head Start, but many other programs were subsequently added. There are now over 20 programs in various federal agencies. The seven largest and their 1993 appropriations are:

- Head Start ($2.8 billion);
- Child and Adult Care Food Program ($1.2 billion for children);
- Child Care Development Block Grant ($893 million);
- Job Opportunities and Basic Skills (JOBS) child care ($482 million);
- Social Services Block Grant, Title XX ($420 million for child care);
- At-Risk Child Care ($300 million); and
- Transitional Child Care Program ($113 million).

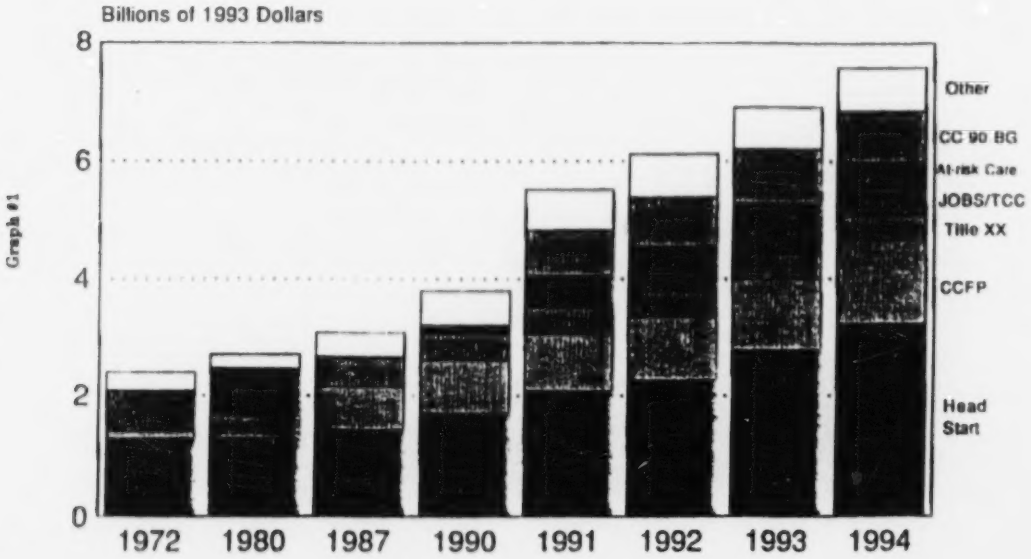
As a result of this expansion of federal efforts, Head Start, while still the largest of these programs, has become a progressively smaller part of total federal expenditures, as Graphs #1 and #2 portray. In 1972, funding for Head Start represented over 50 percent of all federal funding for early childhood education and child care. In 1987, it was 43 percent. By 1993, it was only 38 percent of this total.

Unfortunately, while this proliferation of funding streams helps ensure that particular problems are addressed, it leaves behind a system characterized by duplication, inflexibility, and piece-meal--rather than strategic--intervention.

Each piece of the federal child care/early childhood development pie is targeted toward a somewhat different population and imposes different requirements on the providers and clients. Four cabinet agencies administer these programs at the federal level--the Departments of Health and Human Services, Housing and Urban Development, Education, and Labor--and multiple subcommittees of Congress oversee their activities.

This diversity would not be a problem if it expanded local programmatic options. But it does not. Instead, the proliferation of program categories and rules hinders strategic integration of services.

Child Care Program Spending
1972-1994



Graph #1

1994 figures are estimated expenditures

D. Besharov/AEI

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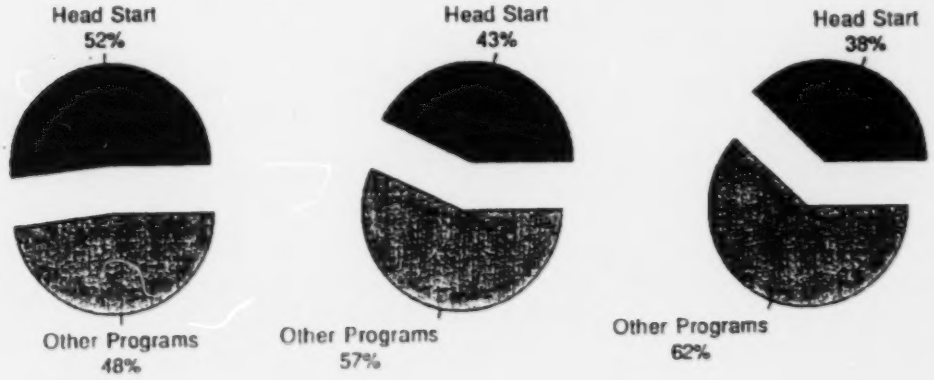
Head Start and Federal Child Care
1972-1993



Graph #2

All figures are federal appropriations

D. Besharov/AEI

Over the years, various child care/early childhood development programs have been established to serve different putative purposes. Some focus on providing basic care for children while their parents are working or attending school (the JOBS provisions for child care, for example). Some focus on influencing the course of each participating child's development through enriched activities in the child care setting (the classic Head Start model, for example). Some take on the broader challenge of helping children within the context of their families, which means, among other things, helping parents fulfill their parental roles (the two-generation models now being developed by HHS and others, for example). The differences in goals are reflected in the separate constellations of services provided by these programs as well as by their varying definitions of target populations, performance standards, and rules and regulations.

The problems facing children from troubled homes and neighborhoods, however, do not fall neatly into these categories. All three goals--providing basic care, exposing children to enriched developmental experiences, and improving the life chances for parents--must be pursued in a coordinated and strategic fashion in order to meet the goal of school readiness for all children by the year 2000.

One striking feature of the current array of child care/early childhood development programs is their range of operating schedules. Many provide care only in the morning or only in the afternoon, and only during certain periods of the year such as the school months. Providers who serve disadvantaged families who need full-day, full-year child care face the difficult task of piecing together a variety of often conflicting programs. And, it is rare to find programs that can provide continuity of care over a child's first four or five years of life. Most children must bounce from program to program as their age and circumstances change.

To cope with this problem, many states and localities are devising ways of combining various programs and funding streams to create what has come to be called "seamless child care." With creative (and not always legally sanctioned) interpretations of federal rules and requirements, sources such as the Social Services Block Grant, Child Care and Development Block Grant, state funds, Title IV-A Child Care, Transitional Child Care, At-Risk Child Care, Head Start, and Dependent Care and Development Grants can be mixed and matched to help programs extend their hours, expand their range of services, and provide greater continuity of care. Likewise, some programs are learning to tap private sources of support such as charitable foundations and corporate philanthropies.

Even where blending is feasible within current federal and state restrictions, piecing together the funding needed for a seamless program requires inordinate amounts of administrative time that might be better spent planning programs. Some child care program directors have expressed dismay over the number of hours spent completing different program applications.[1] We found one program that employs a full-time staff person to coordinate funding information and eligibility requirements for case managers.[2] There are surely many others.

Head Start programs have begun to devise their own response to the problem of fragmentation. Disturbed by these unintended effects, directors of Head Start centers, with some encouragement from the Head Start Bureau itself,[3] are learning to tap other sources of funding to expand their programs. The advent of the JOBS program, which requires some AFDC mothers with young children to seek work or training, has provided an extra incentive for Head Start programs to find ways of offering extended day care to their AFDC families.[4]

These efforts at building "wrap-around" services have been complicated by narrow rules and requirements. For example, Head Start programs interested in using Title IV-A funds (available only to AFDC recipients) to expand their hours must exclude children over the poverty line from the extended day services.[5] Head Start's highly specific standards for facilities, training of care providers, and child-staff ratios also make program integration difficult and expensive.

The Costs of Fragmentation

A few years ago, a preschooler was run over waiting to be bused from his morning child care program to his afternoon one. He was a direct casualty of a system that finds it easier to bus preschoolers between child care programs than to blend, or "integrate," federal funding streams.

The more-subtle harms caused by the cacophony of federal child care programs have been carefully documented by others.[6] We at AEI are so concerned about this problem that we have commissioned a book on the subject, entitled Enhancing Early Childhood Programs: Burdens and Opportunities.

My fear is that things will get worse in coming years and that our report does little to slow this process--and may even aggravate the problem. As I mentioned, we have, in effect, provided a wish list of expensive quality enhancements. There is a strong case for each particular enhancement, but, taken together, the net effect could be catastrophic.

Since the Congress first mandated the quality set aside, per-child costs in Head Start have risen dramatically. As you can see from the attached charts, excerpted from the Advisory Committee's report, from 1986 to 1993, costs per child have grown dramatically, increasing by almost one third. See Graphs #3 and #4.

Graph #3

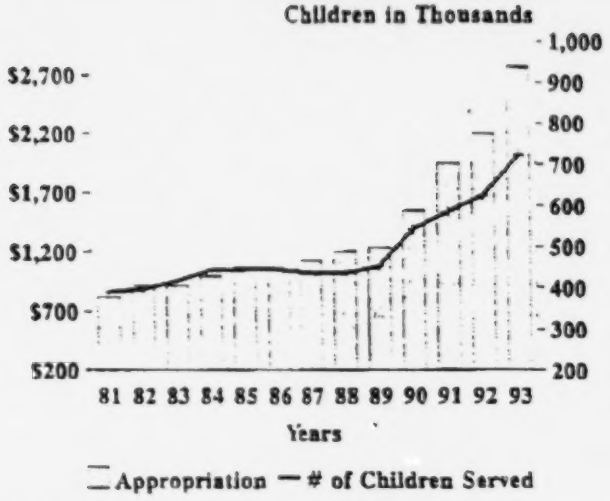
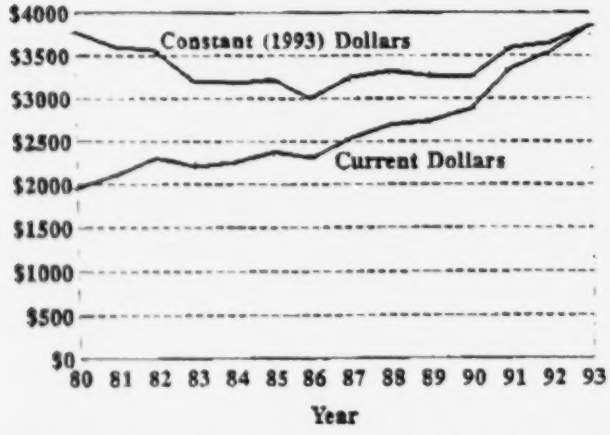


Figure 6. Head Start Appropriations and Children Served

Graph #4



Includes only ACF Funds. Local match and funds from other federal sources not included.

Figure 7. Cost Per Child (Current vs. Constant Dollars)

Source: Advisory Committee Report, p. 6.

These are costs across the existing program, which is primarily part day and part year. My rough estimate is that, if a majority of the enhancement proposals are adopted, it will cost about $10,000 to deliver 12 months of full-time Head Start. Other publicly supported child care programs--of roughly comparable quality[1]--cost about $6,000.

Given this difference, it is easy to see why the Clinton administration has apparently decided to shelve its promise to "fully fund Head Start." I draw this conclusion from what is happening in relation to welfare reform. Look at pages 11-13 of the draft report of the president's Working Group on Welfare Reform. (See Appendix #1.) As you will see, all of the major funding streams--except Head Start--are slated for increases.

This expansion of child care will be needed for the children of the mothers newly required to participate in job training and public service jobs. These children, many between ages zero and three, will need quality early childhood services. Head Start would be the natural provider of such care were it not for its limited hours. Expanding Head Start in tandem with welfare reform could result in a social welfare "twofer"--more early childhood education programs for disadvantaged children and expanded job training for their parents. It would also be the obvious way to keep the president's promise to "fully fund Head Start." That the administration has apparently decided to expand other programs speaks volumes about the escalating cost of the program.

My point is not that Head Start does not need improvement, nor that we should not spend more money on the program. Rather, I am concerned that, in its effort to improve the program, the Advisory Committee has acted as if cost is no object. If even half of the recommendations we make are fully implemented, the inevitable result would be Head Start's further isolation from the rest of the early childhood world. That would not be good for Head Start--nor for the children and families it serves.

My suggestion, therefore, is that you view with friendly skepticism our unconstrained recommendations for extra spending to improve Head Start's "quality." And, in the long run, I hope that you will do what we failed to do--make it easier to blend federal early childhood funds.

Thank you.

NOTES

1. Phone conversations with Laurie Mulvey, Director of the Family Foundations Comprehensive Child Development Program and Alethea Wright, Director of the Office of Child Care Development, State of New Jersey, among others, October 4, 1991.

2. The Family Foundations Comprehensive Child Development Program in Pittsburgh, PA.

3. Last year, the Head Start Bureau issued an information package to all Head Start grantees and delegate agencies encouraging the development of tailored service programs at the local level, the search for new sources of funding, and increased brokerage of child care. Administration for Children, Youth, and Families, Child Care Coordination Memorandum, January 19, 1990, p. 1.

4. Roughly half of all Head Start parents are eligible for the JOBS program. Sheila Smith, "Two-Generation Program Models: A New Intervention Strategy," Social Policy Report, Society for Research in Child Development, Vol. V, No. 1, Spring, 1991, p. 5.

5. Head Start programs have the option of filling up to 10 percent of their slots with children from families above the poverty line.

6. See, e.g., Anne Mitchell, Michelle Seligson, and Fern Marx, Early Childhood Programs and the Public Schools: Between Promise and Practice (Dover, Massachusetts: Auburn House Publishing Company, 1989).

7. Jean I. Layzer, Barbara D. Goodson, and Marc Moss, National Study of Early Childhood Programs: Final Report Volume I: Life in Preschool, prepared for Office of the Undersecretary, U.S. Department of Education (Boston, Massachusetts: Abt Associates, 1993).

The CHAIRMAN. Thank you. The committee stands in recess.
[Whereupon, at 1:01 p.m., the committee was adjourned.]

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